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Service Management Plan

U.S. Department of the Interior — Fish and Wildlife Service

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SERVICE MANAGEMENT PLAN

U.S. FISH AND WILDLIFE SERVICE

September 1982

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Section I

INTRODUCTION

A. Foreword

Americans have always valued fish and wildlife. Today, as in the past, the cry of the wolf, the struggle of the salmon swimming to its spawning grounds, or the flight of Canada geese across the fall sky arouse our emotions. As Americans, we feel strongly about protecting, using, and managing these resources. Indeed, fish and wildlife are bound in the fabric of our culture, our way of life.

The 1970s saw the emergence of a new interest in fish and wildlife. Millions of Americans joined wildlife groups. Widespread resistance arose to projects which encroached on wildlife and its habitat. Millions of dollars were spent by the federal and state governments on preserving, protecting, and enhancing our fish and wildlife resources. This concern for our natural resources continues to this day.

But times change. The 1980s have brought new problems, new constraints, new challenges. Economic recovery, a strengthened national defense, and the return of powers to state, county, and local governments are now our country's top priorities. Federal spending is being cut to reflect the wishes of the public. More encouragement is being given to the development of natural resources, such as coal, oil, and minerals, which are vital to our nation's economy. These changes will also affect our fish and wildlife resources.

For over a hundred years the U.S. Fish and Wildlife Service has been working to ensure that nationally and internationally important fish, wildlife, and their habitats are maintained for the continuing use and enjoyment of all people. Over that period we have worked within our limitations to build the best professional fish and wildlife management agency in the world. In these austere times we will face additional challenges to do better with fewer resources. We must meet these challenges head on, directing our resources at the nation's most important needs. There will be tough choices for us in the years ahead. Some unpopular decisions will no doubt be made. But we are here to serve all Americans, not special interest groups. We must look at the times ahead from a positive perspective.

There are many opportunities for the Service to improve the management of the nation's fish and wildlife. In the next several years we will improve our partnership with state wildlife agencies and private organizations to better manage fish and wildlife. We will improve the management of Service lands and facilities, including national wildlife refuges and national fish hatcheries. We will redefine the fisheries program, focusing our efforts on those fishery resources most important to the nation. We will maintain our field capabilities to provide the best professional advice and assistance. A strong research effort will continue to develop the scientific information necessary for sound resource management decisions. More efforts will be concentrated on such national and international problems as acid rain, and the management of our vast Alaska lands. In short, we will continue to provide professional management for fish and wildlife, helping the nation wisely use and protect its resources.

The Service Management Plan is a broad-based statement of the Service's direction for the next decade. As such, it is the foundation for planning and managing all Service activities--the Service's programs and regions develop their management documents and plans based on the goals, policies, and strategies contained in the following pages. None of the policies and strategies here, however, are inflexible. Policies and strategies are meant to guide, not dictate actions. Service managers must have the flexibility to take the actions they see fit, within the overall direction set by the Administration and Congress.

The Service Management Plan is intended for audiences both within and outside the Service, including Congress, the Administration, the conservation community, and other interested groups. It therefore includes background information describing the agency's mission, goals, organization, and program structure, and factors influencing the Service's activities. Economic, social, and demographic trends likely to affect fish, wildlife and their habitats in the future are also briefly discussed.

This plan was first written in 1980. However, the plan has been rewritten to reflect recent changes in legal, administrative and fiscal policies, and new management strategies. I believe that this revision represents a balanced approach to management of our fish and wildlife resources. I encourage all Fish and Wildlife Service employees and the interested public to use this plan and provide suggestions for future revisions and improvements.

Robert A. Jantzen

Robert Jantzen
Director
U.S. Fish and Wildlife Service
September 1982

B. Purpose

The Service Management Plan (SMP) has two purposes. First, it is the principal planning document through which the Fish and Wildlife Service communicates its mission, goals, policies and strategies [1/] to the Congress, the Administration, the conservation community, developers, and other interested parties. Second, it provides broad guidance and long-term direction for the Service's programs and regions. Program goals, objectives, and strategies are detailed in the Program Management Documents (PMDs).

C. Department of the Interior Mission & Goals

The Fish and Wildlife Service (FWS) has several interrelated goals it strives to achieve. The Service is a bureau within the Department of the Interior, and as such its actions are shaped by the Department's mission and goals. As the nation's principal conservation agency, the Department of the Interior has wide national and international responsibilities, including stewardship for most federally owned public lands and natural resources. The Department is charged among other things to ensure the wise use of land and water resources, conservation of fish and wildlife, preservation of environmental and cultural values of the national wildlife refuge system, and provision of opportunities for outdoor recreation.

The mission of the Department of the Interior is to manage properly the trust responsibilities of the United States and to encourage and provide for the preservation, development and management of the natural resources of the United States for the use, enjoyment and security of its people, now and in the future.

The Department has seven goals. The Department will act with common sense and environmental sensitivity to:

1. Open federal lands to public access for appropriate use or uses.

2. Manage, preserve and restore our national park system for the benefit and use of people.

3. Increase domestic production of energy and mineral resources.

4. Increase the supply of quality water in cooperation with user groups.

5. Promote the development of the economic and social resources of Indian tribes and trust territories.

6. Create a balanced ecosystem through the proper management of wild plants and animals.

7. Establish and implement sound management concepts and practices.

[1/] Technical terms, and words with unclear meanings (e.g., policy) are defined in the glossary (Section VI). Definitions should not be assumed--if there is any question concerning the meaning of a term, the reader should consult the glossary.

D. Fish and Wildlife Service Mission and Goals

The Fish and Wildlife Service mission and goals help the Department accomplish its mission and goals. The mission of the Fish and Wildlife Service is to:

"PROVIDE THE FEDERAL LEADERSHIP TO CONSERVE, PROTECT AND ENHANCE FISH AND WILDLIFE AND THEIR HABITATS FOR THE CONTINUING BENEFIT OF PEOPLE."

Each of the Service's programs has a specific goal statement to support the overall mission:

Endangered Species Service Goal

To prevent the endangerment and extinction of plant and animal species caused by man's influence on existing ecosystems, and to return such species to the point where they are no longer threatened or endangered.

Migratory Birds Service Goal

To conserve and manage migratory birds in a way that provides optimum opportunity for their use and enjoyment by people.

Fisheries Service Goal

To promote the wise use of the nation's fresh water and anadromous fish populations for the benefit of people.

Mammals and Non-Migratory Birds Service Goal

To assure natural diversity and optimum population levels of wildlife for the benefit of people through those management activities that are a Service responsibility.

Animal Damage Control Service Goal

To assist in reducing wildlife-caused damages in a manner which takes into consideration impacts on the environment.

Habitat Preservation Service Goal

To conserve, protect and enhance fish and wildlife and their habitats, and facilitate balanced development of this nation's natural resources by timely and effective provision of fish and wildlife information and recommendations.

Interpretation and Recreation Service Goal

To inform the public in environmental issues affecting fish and wildlife resources and provide compatible recreation on Service lands.

Federal Aid Service Goal

To strengthen the ability of state and territorial fish and wildlife agencies to meet effectively the consumptive and nonconsumptive needs of the public for fish and wildlife resources.

Cooperative Units Service Goal

To enhance research, resource management, technical expertise, and training capabilities of the Service, states and other conservation agencies by maintaining cooperative research and training program related to fish and wildlife resource management.

Executive Direction Service Goal

To develop and sustain a dynamic management environment which promotes effective performance in achieving Service goals and program objectives.

Administration and Related Support Services Service Goal

To develop and maintain an administrative program which assures that the Service's business will be conducted efficiently, effectively and in compliance with all objectives established implicitly or explicitly through the legislative process or through the promulgation of regulations, directives or other policy vehicles by higher authority.

Section II

NATIONAL POLICY GUIDANCE

National policies provide managers with guidance in planning and decision-making as they strive to accomplish goals and objectives. Policy statements also provide directives for interpreting and implementing regulations and laws. The following policy statements, international in scope, provide internal guidance for conducting FWS programs and activities to conserve, protect, and enhance fish, wildlife, and their habitats. These policies reflect the goals, policies, and objectives of the Department. While FWS employees are bound by such policies, they do not apply to other agencies, the states or the public. To effectively meet changing needs, the policy statements will be periodically updated.

A. Fish and Wildlife and Habitat Management/Operations Policies

Specific policy guidance for the Fish and Wildlife Service is found in numerous documents. For example, major program policies are found in the Service's Program Management Documents, memoranda, and programmatic environmental impact statements. National Wildlife Refuge, Animal Damage Control, Research and Ecological Services policies are contained in their respective manuals and policy updates.

The following policies provide broad guidelines for the management of fish and wildlife and the operation of programs: 1/

1. The Service will continue to emphasize activities fundamental to management of the nation's fish and wildlife resources. These activities include but are not limited to: refuge land management, fish cultural practices, research to improve management information and law enforcement.

2. Fish, wildlife and plants with high human values or benefits (scientific, educational, recreational, aesthetic, cultural, economic and international) shall have higher priority than those with low human values or benefits. Management shall seek to maximize the multiple benefits associated with these resources in a manner which is sensitive to both public needs and environmental constraints.

3. Fish and Wildlife Service management (including conservation, protection and enhancement) of ecosystems containing national species of management concern shall have high priority. Special emphasis will be placed on ecosystems which may suffer irreversible or long-term adverse impacts from human activities.

4. The FWS shall encourage the management of ecosystems for species diversity. However, management for species diversity in ecosystems shall not automatically preclude management for specific populations at the expense of other populations or species.

1/ The numbering of the policy statements does not indicate the level of importance.

5. Except where the law specifically provides otherwise, the management, protection and maintenance of fish, wildlife and their habitats on Service lands will take precedence over all other uses.

6. The Service will maintain a "good neighbor policy" by conducting its activities, to the extent possible, in a manner that is both responsive to the needs of the public, and minimizes conflicts with affected parties.

7. The Service will strongly support a National Fish and Wildlife Policy which will: 1) clarify and support state responsibilities; 2) enhance cooperative relationships; and 3) identify new bases for potential cooperative agreements. The Service shall support the traditional role of the states in conducting their responsibilities for the management of fish and wildlife, except as otherwise specified by federal law or court rulings. Where possible, the Service will transfer fish and wildlife and habitat management responsibilities to the states. It shall be understood that the ultimate responsibility for management of resident fish and wildlife on FWS lands shall remain with the Service.

8. The Service will promptly provide objective information and assistance to interested parties in the earliest stages of energy, mineral, land and water use or development. The purpose of this information is to minimize adverse impacts on fish, wildlife and habitat, consistent with the development needs of the nation.

9. Fish and wildlife management shall be based on the best scientific information available. The public shall have ready access to this information.

10. The Service will give high priority to maintenance, and rehabilitation of existing facilities to provide maximum public benefit, and ensure public health and safety.

11. Land shall be acquired by the Service for fish, wildlife and habitat protection only when other means of achieving program goals and objectives are not available or sufficient. When lands are to be acquired, the minimum interest necessary to reach management objectives is to be used. Before fee title is sought, full consideration will be given to easements, use reservations, exchanges or other alternatives which will minimize the impact on the land owners and the communities. Under the gift incentive provisions of Public Law 95-616, donations of desired lands or interests will be encouraged.

12. The Service will provide resource data, technical assistance and recommendations for mitigating federally funded or licensed land and water development projects.

13. The Service shall identify, protect and manage all historic, archeological and cultural resources on FWS lands, or affected by Service programs, which are listed, or potentially eligible for listing, in the National Register of Historic Places. The FWS shall also protect and manage paleontological and archeological resources on its lands from harm due to excavation or alteration.

14. The Fish and Wildlife Service shall consider the effects of animal damage operations upon the public and the environment wherever it is necessary to manage wildlife to protect human health and safety, economic interests, or natural resources.

15. The Fish and Wildlife Service recognizes that through proper management and planning, fish and wildlife resources on Indian lands can make valuable contributions to our national well-being, and (1) it is the inherent right and responsibility of Indian tribes to make decisions on the use of these resources; (2) Indian culture and social customs can be compatible with the management of fish and wildlife resources; (3) cooperation in the management of these resources is essential to all entities, Indian, state, and federal; and (4) Service participation in the conservation and management of Indian fish and wildlife resources is an important part of its stewardship responsibilities for the nation.

16. Fish and Wildlife Service procedures and regulations shall be periodically reviewed to eliminate or minimize the adverse effects of those found to be needless, burdensome, or counterproductive.

17. The Service will support the intent of the National Aquaculture Act.

B. Planning and Decision-Making Policies

The efficiency and effectiveness of an agency is reflected in its planning and decision-making processes. The following policies provide direction for the development and implementation of program goals, objectives and policies:

1. The Service will use an interdisciplinary approach involving the impartial identification and evaluation of alternatives.

2. The Service will integrate planning, budgeting, and evaluation in the Service's Program Management System.

3. The Service Management Plan (SMP), Program Management Documents (PMDs), Regional Resource Plans (RRPs), Satellite Plans and Field Station Plans shall be the major components of the Fish and Wildlife Service planning system. The SMP and PMDs shall establish national goals, fish and wildlife objectives, nationally important resource problems (IRPs), policies, and strategies. The RRPs will interpret national direction in a regional context and form a blueprint for action. Service planning documents will be used for public information and be updated whenever necessary.

4. The Service will evaluate programs, objectives and operations at all levels to improve its management of natural resources.

5. The Service will utilize Management by Objectives (MBOs) to implement Service and Departmental initiatives.

6. The Service encourages public participation and inter-agency coordination. Therefore, the Service shall coordinate its proposals, plans and activities, where appropriate, with other nations, federal, state and local agencies, and interested parties. Such coordination shall be conducted in the spirit of cooperation within the bounds of federal responsibility.

Section III

STRATEGY

A. Introduction

This section of the Service Management Plan describes: (1) future social and economic trends which may affect the Fish and Wildlife Service as it carries out its responsibilities; (2) core activities the Service will perform in fulfillment of traditional responsibilities; (3) the FWS planning system and natural resource and management priorities which have been identified; and (4) strategies which will guide the Service activities.

B. Problem Identification--Future Outlook

It is possible to look toward the future, and assess changing fish and wildlife resources, and public demands. This information can be used to begin to lay the foundation for making needed shifts in priorities. A relatively long-range look at national fish and wildlife resource needs, the ways these needs can be met, and the proper role to be played by the Service in meeting these needs, can be useful in making critical decisions about priorities. This analysis and subsequent planning will assist in the allocation of available resources to the problems of greatest importance.

1. Economic Outlook

The state of the nation's economy depends among other factors on: the size, composition, and productivity of the labor force; business investments; technology; foreign trade; and the availability of and demand for natural resources. The economy affects fish and wildlife resources in several ways, including: (1) the demand for fish and wildlife oriented activities; (2) the availability of funds to manage fish and wildlife populations, and their habitats; and (3) conflicting demands for limited natural resources.

While forecasts may vary, official forecasts call for declining inflation and unemployment, and increasing growth rates over the next several years. As economic recovery occurs, there will be an increased demand for per capita consumptive and nonconsumptive fish and wildlife activities.

Federal budgets for managing fish and wildlife resources have grown substantially in real terms for the past decade. This trend has recently been reversed. It is clear that the real value of funding for fish and wildlife management over the next several years will be down from past levels. Once the federal budget is balanced, any growth in federal spending will have to be matched by increases in tax revenues.

The decreases in federal spending will cause numerous changes in international, federal and state programs and responsibilities. Some federal programs may have to be reduced, some new initiatives may have to be postponed or reordered for the time being. States will be asked to assume more responsibilities from the federal government in many areas, including fish and wildlife resources. However, states may have reduced funding due to major cutbacks in direct federal aid to them. Consequently, fewer funds may be available for fish

and wildlife programs. In particular, it appears that for the near term, at least, no new grant funds will be provided to the states for anadromous fish and endangered species. Funds have not been provided under the Fish and Wildlife Conservation Act of 1980 for nongame management, and appropriation of funds is unlikely soon. While Pittman-Robertson and Dingell-Johnson grant funds to states [1/] will increase, the uncertainties surrounding future administration (i.e., block grants) could result in reduced funds within states for on-the-ground fish and wildlife management activities.

The Administration has expressed an interest in changing and/or eliminating many of the regulations, particularly environmental regulations, which are claimed to be unnecessary or unreasonable. State and federal agencies may have additional short term responsibilities in adjusting to these changes. In any case, state and federal natural resource agencies will face much of the next ten years with fewer real resources to devote to solving resource and habitat problems.

2. Population

Population growth, changes in the age structure of the population, and population migration will impact fish and wildlife in two ways: 1) by changing the demands for fish and wildlife associated recreation on both a national and geographic basis, and 2) through habitat alteration associated with land, energy, and water related development.

In the 1970s the Western and Southern states grew at a significant rate, while the Northeast and North Central states either lost population or grew at rates far below the national average (see Figure 1). Most of the population expansion in the West was associated with an extensive increase in energy activities and growth in recreation, defense and retirement industries. Also, population growth in rural and small communities exceeded metropolitan growth (15.4% versus 11.4%) for the first time in 160 years. This phenomenon was most pronounced in the West. Thus, the American population is more dispersed now than a decade ago.

Both the population movements to the Sunbelt states and from urban areas to rural communities are expected to continue. These population movements affect fish and wildlife resources as more people seek to participate locally in fish and wildlife related recreation, and as more demands are made to convert or modify habitats.

Recent population projections indicate that the U.S. population birth rate will rise slightly as members of the "baby boom" generation contine to mature. Over the next decade, the U.S. population pyramid will show an increase in the number of residents in the age categories where participation in hunting or fishing is a maximum. This trend, together with the expected continuing population growth in nonmetropolitan areas, means that there should be an increase in the number of Americans with the highest probability of going hunting or fishing. For these reasons, as well as others, the FWS and state fish and wildlife agencies will face increased demands for fishing and hunting opportunities.

1/ These acts provide for wildlife and fisheries restoration grants to the states.

FIGURE 1. Population Increase of States from 1970 to 1980 (%).

3. Agriculture

Over the years, agriculture has impacted land and water habitat. In the next ten years total crop production for domestic purposes is expected to grow at the same rate as population. Increases in rice acreage are expected in the Mississippi Delta (26%), the Southern Plains (16%) and the Pacific (40%). Soybean acreage is projected to increase in the Mississippi Delta (14%), Northern Plains (28%) and the Southeastern Plains (44%) (see Figure 2). New acreage for these crops will result from shifts of the planting mix on current farm land and conversion of pasture, range and forest lands. Loss of bottomland hardwoods in the Delta and of prairie potholes in the Northern Plains will probably continue. The pressure to convert land to crops is intensified by the significant annual loss of prime agricultural land to transportation, commercial, residential, industrial and energy development. These projections indicate a need for increased Service attention in the Mississippi Delta, Upper Midwest prairie pothole region, California central valley, and Southeast coastal regions.

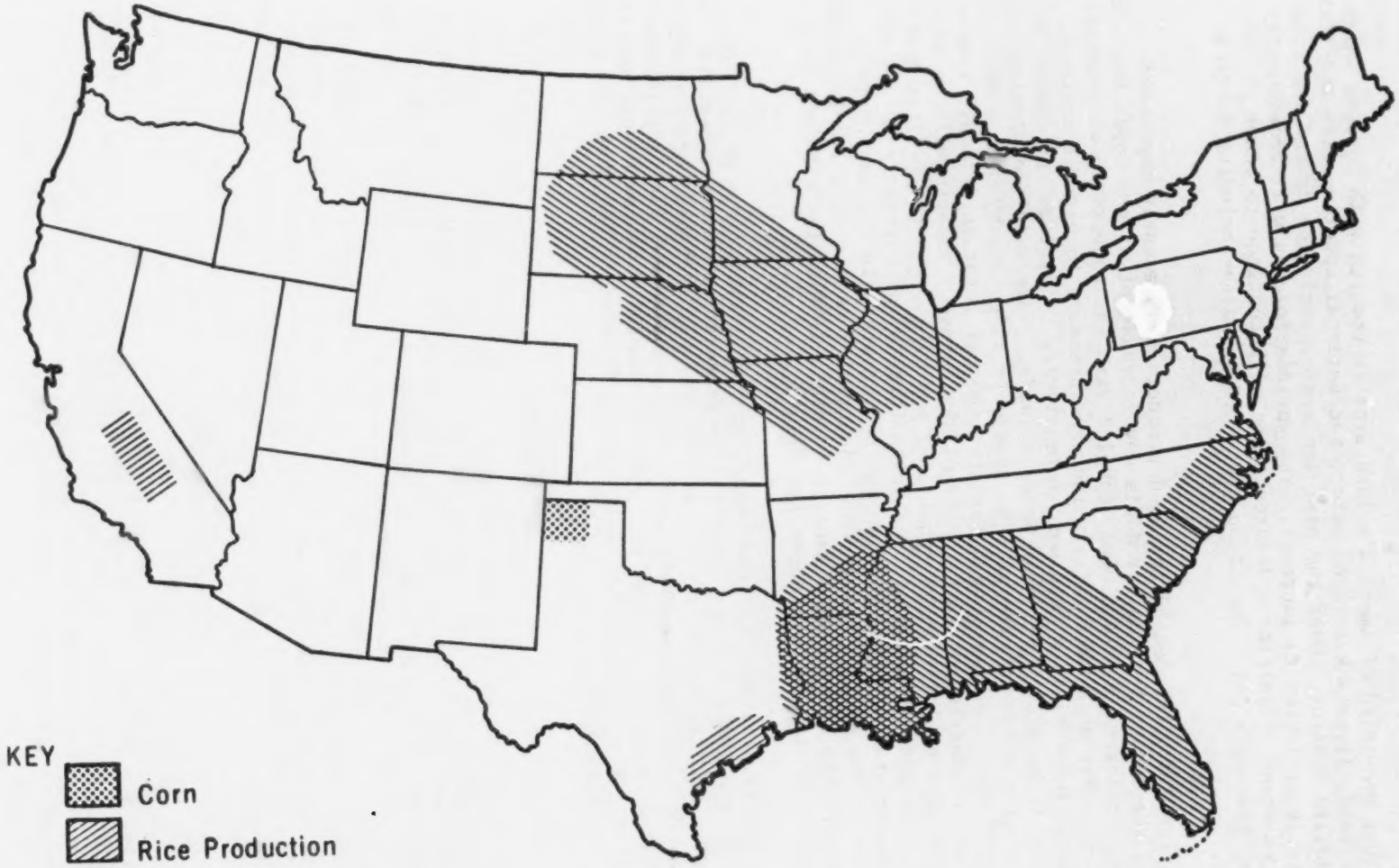
The attempts by farmers to increase or maintain yields will also have significant consequences for fish and wildlife. The rate of increase in crop yields may be significantly lower in the 1980s compared to prior decades. To try and increase yields, farmers are expected to apply more herbicides and fertilizers. However, decreases in the rate of growth of other pesticide use is expected nationally due to increased costs, increased acceptability of integrated pest management, and more selective use of the chemicals.

Increasing pressure to convert more land to crops and more intensively cultivate crops is causing erosion and desertification problems. These two problems will likely be among the most important national environmental problems in the 1980s. Desertification is becoming a major problem in the arid West. It is characterized by shortages of surface waters, falling water tables, salinization of existing water supplies, and degraded soil and vegetation. Erosion is increasing due to increased pressure to convert more land to crops and more intensive farming. The erosion of topsoil is increasing river and lake sediment levels. This can destroy fish spawning areas, clog river channels, fill lakes, increase water turbidity, and increase levels of nutrients and pesticides in lakes and streams.

Continuing changes in the industrial structure of agriculture will impact fish and wildlife resources. An increasing proportion of crops will likely be grown on land controlled by corporate enterprises. These managers often may not have the same sensitivity to or understanding of fish and wildlife as that of owners who farm on a smaller scale.

Livestock production has a major impact on fish and wildlife populations and habitat. Domestic production will be influenced by competing land uses such as for crops, minerals, and urban development. This will probably lead to more intensive management of existing range land. Increased pressure may be exerted to graze livestock on Service lands. Fish and wildlife populations will both be beneficially and adversely affected as competition for forage and water increases, changes in vegetation occur, mechanical and chemical controls are introduced, erosion of topsoil increases, and private landowners strive to control predatory and other wildlife on their land. All of the above agricultural projections indicate a need for increased Service attention.

FIGURE 2. Increased Agricultural Production in the 1980's Projected by Area.



SOURCE: U.S. Department of Agriculture, ESCS, "Agricultureal Projections OBERS II." Washington,D.C. 13 August 1979.

4. Timber Production

About one-third of America's land area is covered with forests which provide wood, livestock forage, water, recreational opportunities and fish and wildlife habitat. Over the next ten years, worldwide demand for wood products is projected to increase. The world's forests will consequently shrink in area. Significant deforestation will continue to occur in the tropics, causing a major impact on the world's biota--including American species.

In the U.S., the demand for wood products is presently depressed. However, the demand for wood products may increase at a very rapid pace when the market recovers. This demand, coupled with the conversion of commercial forests to other uses, will likely increase pressure to harvest national forests and industrial forests more intensively. Additional pressures may also be brought to harvest forests on Service lands. Some wildlife species will benefit, while other species will be adversely affected, by such changes as the planting of mono-typic even-aged forests, shorter rotation periods, removal of snags, and suppression of fire. Many of the forestry impacts will be similar to those caused by intensive agricultural practices. In the Pacific Northwest, efforts to increase logging of old-growth forests may adversely affect some species associated with these disappearing forests. In the East, timber harvesting on the small, private non-industrial woodlots will likely increase. If these harvests are not well managed or planned, then there potentially could be some serious consequences for fish and wildlife.

Nationally, the most serious impact of forest operations on fish and wildlife in the 1980s will probably be the degradation of water quality. As more logging occurs, and more steep slopes are cut, increased erosion may cause siltation and blockage of streams and rivers. Anadromous fish populations will suffer if this occurs. The FWS will have to carefully review plans, monitor forest operations, and research mitigation techniques to see that the above problems are minimized.

5. Energy

Additional sources of energy in the U.S. will be developed and tradeoffs will be made among efficiency, human health, national security, environmental quality and fish and wildlife resource objectives. Since the oil embargo, various national energy policies have been considered and partially implemented. Although the country is presently experiencing an "oil glut," this is a temporary phenomenon. It is clear that as the price of petroleum increases and concerns about foreign availability mount, there will be efforts to produce more, to conserve existing supplies, and to find substitutes. More energy exploration and development will likely occur on Service lands. Oil and gas exploration and drilling in the "Overthrust Belt" of the Rocky Mountain States and in northern Alaska will probably accelerate. Depending upon the techniques used, sensitive fish and wildlife populations in these regions may be adversely affected. Intensified exploration and development of outer continental shelf (OCS) oil and gas deposits will also likely occur over the next ten years. Consequently, the probability of spills and blowouts will increase. These spills can seriously affect commercial fisheries, estuaries and shorelines. Furthermore, onshore storage and off-loading terminals are susceptible to incidents that can adversely affect the marine environment and adjacent land areas.

Applications to develop small scale hydroelectric generating facilities (i.e., dams) have recently accelerated. Potential sites for small scale hydro developments are most abundant in New England, the Pacific Northwest, and Alaska. Nationwide, approximately 15,000 potential sites have been identified. Small scale hydro developments can affect fish populations by blocking migration routes and/or by changing river levels, flow rates, and water temperatures. In some areas there could be significant adverse impacts on fish population. Habitats for migratory waterfowl and furbearers could also be jeopardized by these dams.

Over the next ten years nuclear and non-traditional sources of energy (e.g., solar, geothermal) may increase in importance. However, it will be coal which the U.S. increasingly relies on to meet its energy needs. The country has large deposits of coal (see Figure 3). Changes in air pollution regulations, introduction of new technology, rising worldwide energy demands, and increasing oil prices will expedite the mining of this coal.

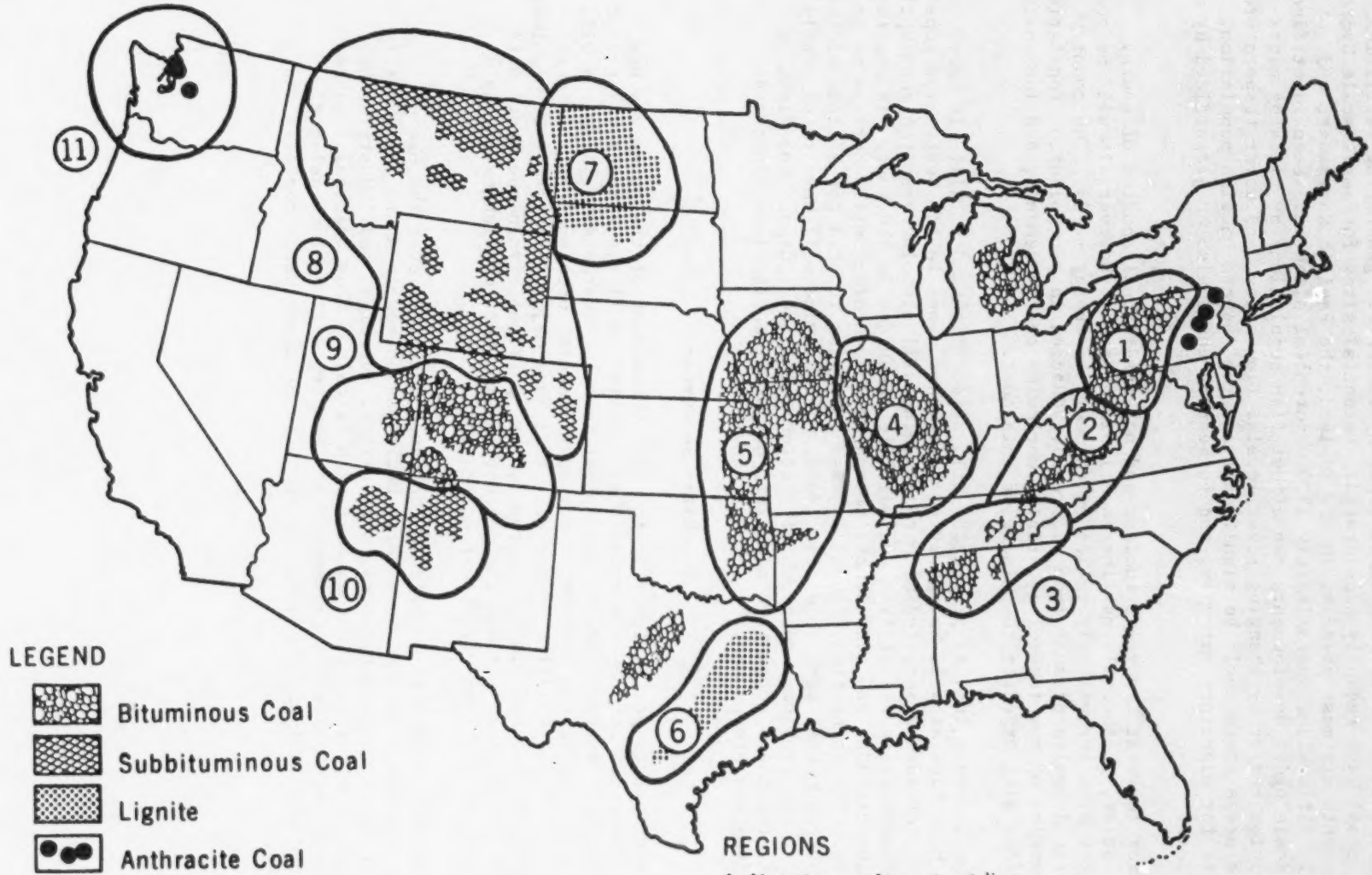
The increase in coal production will affect fish and wildlife in many ways. More habitat will be converted to surface mines in the West. The population increases associated with coal mining will also increase the consumptive and nonconsumptive use of fish and wildlife resources in the West. In the East, acid mine drainage and subsidence, caused by deep mining, will continue to be problems. The combustion of coal is also resulting in acid deposition--another major environmental problem of the 1980s. The Service will have to carefully monitor these problems, research mitigation techniques, expand coordination efforts, recommend corrective measures, and adapt appropriate management objectives and procedures.

6. Water Resources

Development, particularly in the West where many of the country's new energy resources and new communities are located, will significantly increase the demand for water. Indeed, the competition for scarce water supplies will probably be one of the most important environmental problems over the next decade. Fish and wildlife in the West will face major in-stream flow problems. The contamination and mining of groundwater, particularly in the West, will continue to increase through the decade, causing more challenges in the management of fish and wildlife resources.

The East will also experience increased conflicts over the use of available surface and ground water. Decisions on how to share the quantity of water among energy producers, agriculture, municipal and industrial users and fish and wildlife resources will be difficult. Thus, natural resource managers in virtually all regions of the country will be increasingly concerned with maintaining adequate supplies of clean water for fish and wildlife.

FIGURE 3. Location of Coal Deposits.



MEFS Coal Regions

SOURCE: U.S. Department of Energy, Energy Information Administration, "1980 Annual Report to Congress, 18 March 1981.

7. Nonfuel Minerals

A recent study of seven nonfuel minerals concluded that the most likely economic problem over the next ten years will be U.S. vulnerability to sharp price increases over a short period of time. The Administration is concerned with the possibility of being denied access in other countries to strategic minerals and is advocating increased mineral leasing on public lands (including Service lands), reduced environmental restrictions and establishment of exploration of price supports. Figure 4 shows the location of major nonfuel mineral deposits in the country. The need to mine these resources will increase the potential to affect fish and wildlife resources through habitat destruction and pollution.

C. Priorities--Management of Choices

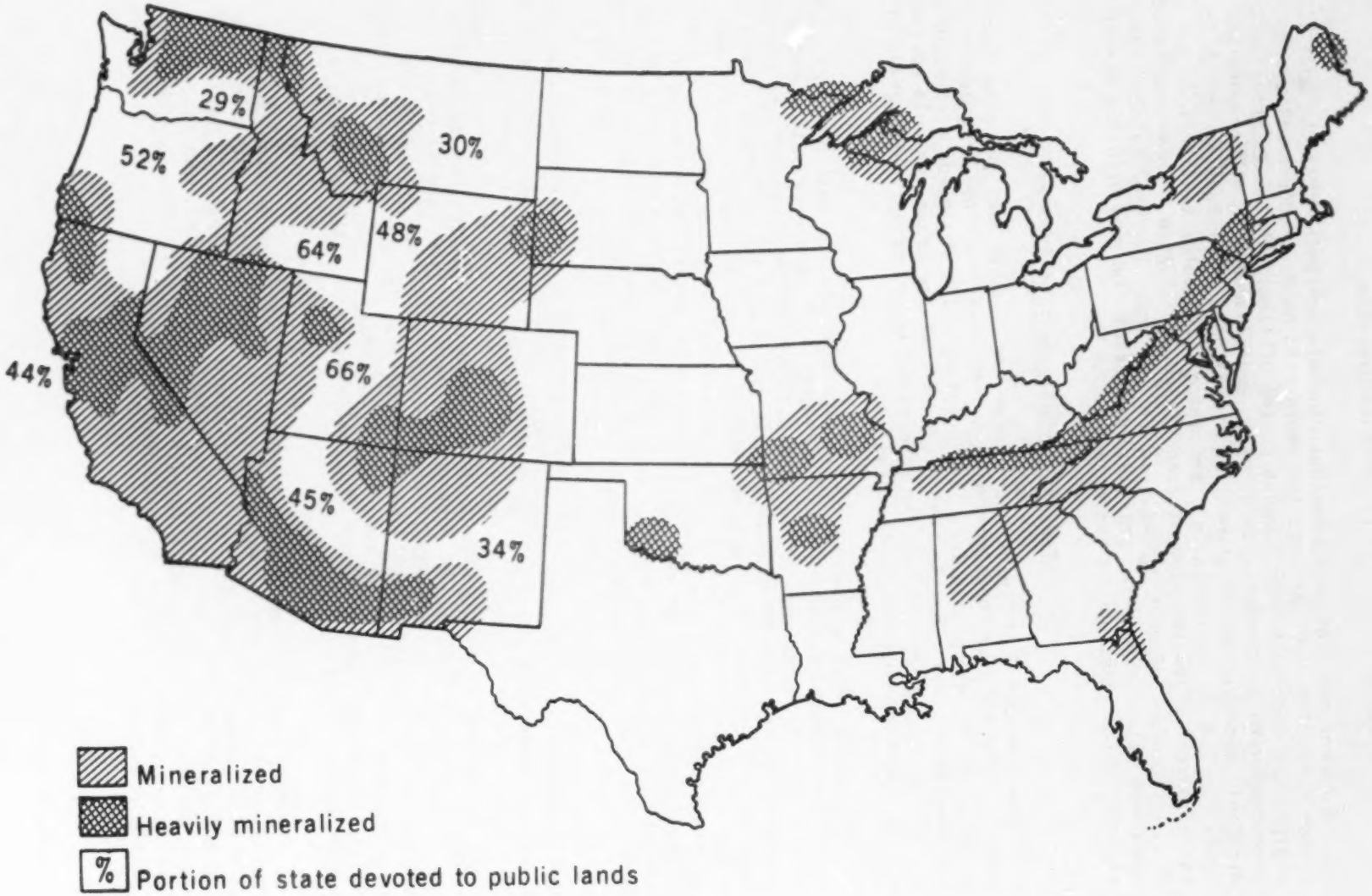
The Fish and Wildlife Service traces its lineage back for more than a century. The Service functions under a complex set of laws, regulations and orders, many of which date from its inception. The following discussion of the constraints and controls that are a part of the organization's everyday activities should provide a clear understanding and proper perspective of the way the Service conducts its business.

The rules under which the Service operates are not unique: every federal agency has personnel management requirements; all have contracting and procurement regulations; and the fundamental laws of the land apply to everyone. The Fish and Wildlife Service is a relatively small but extremely complex organization, responsible for a variety of activities, each with its own origin in legislative authority, and each modified--often many times--by regulation, administrative instruction, program necessity, or budgetary action. A more detailed review of the mandates and requirements under which the Service operates is found in Section V of this plan (see pages 37-44). All of these factors in aggregate represent a set of "marching orders" for the Service.

One of the problems peculiar to the government is that people want more done than available resources will permit. This is especially true in times of fiscal constraint and a policy to deemphasize the role of the federal government. Federal agencies can always demonstrate that they have a "mandate" to do all manner of things, but they are basically constrained by limited resources to do the job. The Service continues to face this dilemma and has had to respond in the only way that any organization can deal with such a problem: by making fundamental choices about what is most important. Making those choices is challenging and vitally necessary if the Service is to fulfill its obligation to assure the availability of fish and wildlife resources into the future.

The basic assumption in making management decisions related to funds and personnel is that these resources will be used for the most important activities (ideally those that will contribute most to the well-being of the fish and wildlife resources and for the benefit of people), and that the least important activities will receive less attention. This approach is valid if there is confidence about having identified what is important to fish and wildlife resources.

FIGURE 4. Location of Nonfuel Mineral Deposits.



SOURCE: Adapted from "Getting Serious About Strategic Minerals," in Science, 17 April 1981 (p.305).

One way to begin determining Service priorities is to examine the federal role in the management of fish and wildlife and habitat. Those items that are clearly a federal responsibility assume a greater importance in the array of tasks available for the FWS to accomplish; those tasks that are not appropriate to the federal role should be given lower priority.

The following criteria are used as measures of the validity of federal involvement. When at least one of the criteria is met then federal involvement is appropriate:

1. Major international responsibilities are involved. The [illegible] and conservation of living natural resources is a factor [illegible] foreign policy of the U.S. As an agency in the federal government charged with implementing policy, foreign as well as domestic, the Fish and Wildlife Service has a significant role to play. This is particularly true for regulation of the international trade in fish and wildlife and its products, for the technical assistance and cooperation programs, and for FWS positions in negotiations and international meetings. Conversely, the actions of other nations can have a significant, and in some cases critical, effect on U.S. fish and wildlife. This is best documented in the case of migratory bird species that are produced in Alaska, migrate through Canada, and winter in Central and South America. In each instance, some species are adversely affected by habitat destruction. Treaty obligations, combined with domestic laws having international applications (e.g., the Migratory Bird Treaty Act, the Endangered Species Act and the Lacey Act), require the Service to take certain management actions and to carefully consider the international implications of its major actions.

2. Resource dependency crosses state lines. This standard is based on the federal constitutional rule in regulating interstate commerce. The premise is that what happens in one state may well affect the well-being of the people in another state. For example, there may be a need to protect a prairie pothole in the North because migratory birds reared on that pothole are shared and enjoyed by people in other areas of the continent. Federal involvement in this circumstance builds a tie between intergovernmental interests and ensures that resource values are protected and benefits are properly shared.

3. Results of an activity are freely available to all. The best example of this standard might be research, in which the federal government undertakes a research program that individual states or private entities might not be able to accomplish because the potential payoff to the individual is not substantial enough and financial risks appear to be too great. Viewed from the national perspective, the investment is likely to be essentially the same, but the payoff may be very high because of the applicability of the information to many users. Finally, while the risk is not necessarily reduced, it is more acceptable because of the projected aggregate benefits.

4. Size and national scope of federal agencies may improve the capabilities for performing certain tasks. A federal agency may be better equipped and frequently be in a much better positions to collect, analyze and distribute information to potential beneficiaries, i.e., the collection, organization and dissemination of wildlife management information.

5. States are unable or unwilling to take the necessary action. This could, for example, result from a lack of technical knowledge, financial resources or expertise. On occasion, states may even oppose involvement in certain activities. Care should be taken, however, not to confuse inability to pay with the assignment by a state of a low priority to an action.

6. Specific federal involvement is required by federal legislation. Although the law mandates federal involvement, the extent to which funds are made available affects the degree of involvement. Choices may be necessary here if funds are lacking.

7. Statutory authority rests with the federal agency. Federal involvement is appropriate when others lack statutory authority to perform activities.

D. Priority Identification--FWS Planning System

In addition to the guidelines outlined above, there is the need to recognize that the efforts the Service undertakes cannot be sporadic or restructured and reformed every time a priority adjustment is to be made. This is neither good management nor is it politically sound. Choices about priorities and implementing actions obviously must be made in a balanced way. It is seldom possible to make effective sudden shifts in the name of reordered priorities. This need for stability dictates the need for agencywide plans.

Figure 5 displays the skeletal framework of the Fish and Wildlife Service planning system. The diagram illustrates the relationships among the planning system's component parts, and shows the linkages to the decision-making process. The Service's planning system is designed to be an integral part of the management cycle--to become as much a part of everyday management of the FWS as budgeting, workplanning, implementation and evaluation.

The implementation of Service plans is facilitated in part by a Departmental Management by Objectives (MBO) system. The MBO system uses written reports, which include completion dates to identify critical Service objectives. The system also assigns responsibilities to Service managers.

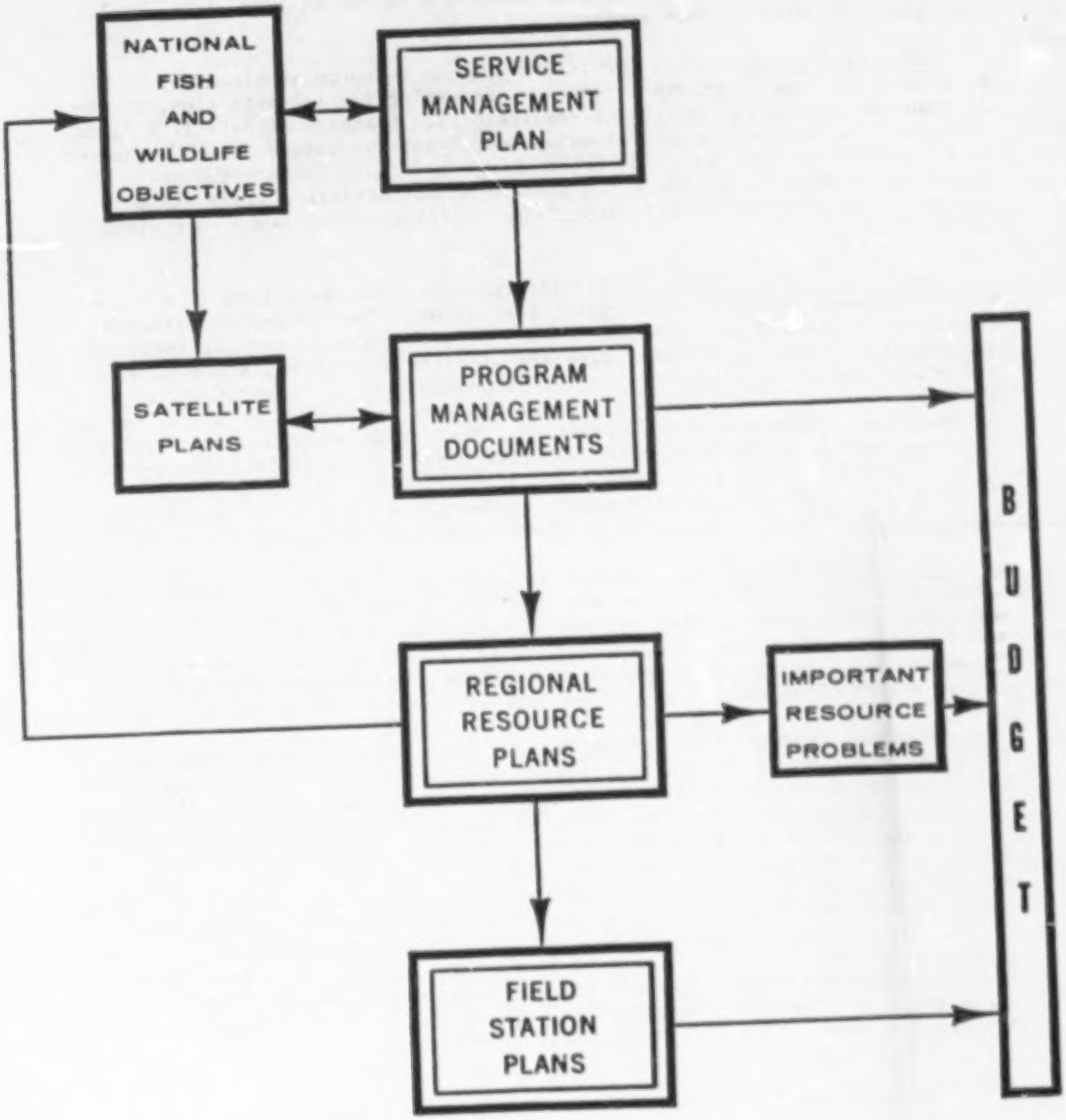
The Service Management Plan (SMP) is the principal planning document of the Service. Through the SMP the Service communicates its mission, goals, national fish and wildlife objectives, policies, and strategies. It also provides broad guidance and long-term (5-10 yr.) direction for internal use in Service planning and decision-making.

The Program Management Documents (PMDs) are primarily internal (5 year) plans that define national program responsibilities and provide direction for achieving national fish and wildlife objectives. The PMDs contain specific program goals, objectives, policies, and strategies.

National fish and wildlife objectives are established for fish and wildlife species identified as national species of management concern. These objectives are based on resource analyses conducted at regional and field levels, or are established at a national level in response to legal or political requirements. They specify the number and type of fish and wildlife species

FIGURE 5.

FISH AND WILDLIFE SERVICE PLANNING SYSTEM.



desired at a particular time in a specified geographic area, as an expression of benefits to people. Achievement of these objectives will be the central task around which Service strategy planning and operational activities are focused.[1/] Problems impeding achievement of fish and wildlife objectives, Important Resource Problems, are also addressed at the national level and are discussed later in this section.

Satellite Plans address specific or unique resource problems for particular species or groups of species, deserving special attention, or are in response to legal or political requirements. Examples of Satellite Plans include: The National Waterfowl Management Plan; The Golden Eagle Management Plan; and the Eastern Peregrine Falcon Recovery Plan. These plans are consistent with and supplement the SMP and PMDs. Satellite plans are more specific than PMDs and usually provide more definitive guidance to regions on certain subjects.

Regional Resource Plans (RRPs) interpret national direction in a regional context and form a blueprint for action. They step-down guidance contained in the SMP and PMDs and combine it with regional natural resource information to develop regional fish and wildlife objectives, strategies, and operations plans. Regional budget proposals will be an outgrowth of these operational plans. During the RRP process, species or groups of species of management concern will be identified. Verifiable objectives will be set for those species. These fish and wildlife objectives will be forwarded to the central office and will provide the foundation for establishment of national fish and wildlife objectives. RRPs will also serve to communicate direction to area offices, field stations, other agencies, and the public.[2/]

Field Station Plans are the most specific plans in the system, linking field activities to Regional Resource Plans and other national planning documents. Strategies to achieve regional fish and wildlife objective include field station operations as vital components. Field Station Plans are prepared on an as-needed basis. Examples of these plans include national wildlife refuge master plans and national fish hatchery operational plans.

Important Resource Problems (IRPs) are those most important problems facing this nation's fish and wildlife resources. In the FWS planning system, IRPs identify problems of national significance which are adversely affecting fish and wildlife resources in a specific geographic area. They represent a broad range of Fish and Wildlife Service interests, requiring various Service programs to work closely together to resolve the problems. Specific plans are not developed for IRPs. They are addressed through the setting of national fish and wildlife objectives and through the development of Regional Resource Plans. The Regional Resource Plans will identify responsibilities of Service programs in addressing the many problems facing fish and wildlife, including those identified as IRPs. The IRP program relationship matrix (Figure 6) illustrates how Important Resource Problems correspond with program responsibilities in the Fish and Wildlife Service.

1/ The Service expects to complete the development of national fish and wildlife objectives by December 1982, and will then include them in the SMP.

2/ The RRPs are currently being developed and will be completed in December, 1982.

IMPORTANT RESOURCE

SPECIFIC SUPPORT PROGRAMS

PROGRAM GOALS AND OBJECTIVES ARE SPECIFIC AND MAY RELATE DIRECTLY TO ALL OR PART OF THE IRP[1] OBJECTIVES

GENERAL SUPPORT PROGRAMS

PROGRAM GOALS AND OBJECTIVES MAY BE SPECIFIC OR GENERAL AND MAY RELATE TO ALL OR SOME OF THE SOLUTIONS FOR IRPs[1]

ADMINISTRATIVE SUPPORT PROGRAMS

PROGRAM GOALS AND OBJECTIVES ARE BROAD AND SERVICEWIDE IN SCOPE, PROVIDING SUPPORT TO ALL PROGRAMS, SINCE THEY DEAL WITH IRPs[1] AND OTHER PROGRAM OBJECTIVES.

IMPORTANT RESOURCE PROBLEMS (I.R.P.#)	STEELHEAD TROUT, CHINOOK, & SOCKEYE SALMON - Columbia Basin (102, 117, 802)	ENDANGERED SPECIES (SEVERAL) - South Florida Wetlands and Keys (404, 408)	ENDANGERED RAILS AND TERN - California Coastal Wetlands (103)	ENDANGERED BIRDS/MIGRATORY BIRDS - Texas Gulf Coast (202, 201, 806)	MIGRATORY WATERFOWL & OTHER MIGRATORY BIRDS - Lower Miss. R. (402, 401, 804, 613)	MIGRATORY WATERFOWL - North Dakota, S.D., Minn. (807, 302, 314, 602)	MIGRATORY WATERFOWL - Coastal Marshes Louisiana (403, 405)	MIGRATORY WATERFOWL - Central Valley California (812, 101)	ARCTIC & AM. PEREGRINE FALCON Nor. Slope & Int. Alaska (705, 709)	ACID RAIN IMPACT - Nationwide (804A, 501A, 806A)	FRESHWATER FISHES AND FISH HABITAT - Great Lakes (803, 307, 512)	MIGRATORY BIRDS/End. Species Nebraska (801, 610)	ENDANGERED FISH - Upper and Lower Colo. River (606, 205)	ANADROMOUS FISH - STRIPED BASS AND SHAD - Chesapeake Bay (506)	MIGRATORY BIRDS - LEAD POISONING (821)	MIGRATORY BIRD DISEASE - Avian Cholera DVE (801A, 201A, 601A)	STEELHEAD TROUT AND CHINOOK SALMON - Sacramento - San Joaquin Basins (104)	SALMON & STEELHEAD - Klamath Basin; North Coast Streams CA & OR (108)	ENDANGERED BIRDS - BALD EAGLE - TRUST TERRITORIES (801, 109, 810, 107)	ENDANGERED HAWAIIAN BIRDS & (209)	MIGRATORY BIRDS - Rio Grande Valley	ANADROMOUS FISHES of the Hudson River - PCB/PCBP (805A)	ENDANGERED KIRTLANDS WARBLER (305)	ENDANGERED & OTHER SPECIES - Barrier Islands (East & Gulf Coasts) (GE1A, 508)	ENDANGERED SPECIES (Several) - Western Coal Development (606A)	ANADROMOUS FISH - SALMON
NATIONAL RANK	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
ENDANGERED SPECIES		●	●	●	●		●	●	●	○		●	●						●	●	●		●	●	●	
MIGRATORY BIRDS		○		○	○	●	○	○							●	●					○					
FISHERY RESOURCES	●									●	●		○	●			●	●				●				●
MAMMALS & NON-MIGRATORY BIRDS		○																								
ANIMAL DAMAGE CONTROL						○																				

HABITAT PRESERVATION, INTE

EXECUTIVE DIR

KEY
● Primary/direct responsibility
○ Concurrent responsibilities
1 — IRP — Important resource problem

U.S. FISH & WILDLIFE SERVICE
SERVICE MANAGEMENT PLAN
OURCE PROBLEM–PROGRAM RELATIONSHIP MATRIX

	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61
ANADROMOUS FISHES of the Hudson River - PCB/PCBP (808A)																																								
ENDANGERED KIRTLANDS WARBLER (305)		•	•	•			•		•								•						•						•				•	•		•			•	
ENDANGERED & OTHER SPECIES - Barrier Islands (East & Gulf Coasts) (SE1A, 508)						•	○	•		•	•	•	•	•	•						•										•	•		○	•	○	•	•		•	•
ENDANGERED SPECIES (Several) - Western Coal Development (8084)	•				•													•	•	•		○					•		•											
ANADROMOUS FISH - ATLANTIC SALMON AND SHAD - New England (511)																																								
MIGRATORY WATERFOWL - DIVING DUCKS - Atlantic & Mississippi Flyways (503, 301)																																								
MIGRATORY BIRDS - Lower Colorado River Basin - Arizona (206)																																								
BLACK DUCK - Coastal Mid-Atlantic (504, 415, 808)																																								
ENDANGERED CALIFORNIA CONDOR - Southern California Mountains & Valley (119)																																								
MIGRATORY WATERFOWL AND MARINE BIRDS - Coastal Washington and Oregon (106)																																								
MIGRATORY WATERFOWL - Coastal Marshes NC and SC (809, 409)																																								
BALD EAGLE - Southeastern Alaska including Chilkat River Valley (701)																																								
MIGRATORY WATERFOWL - Great Lakes - Cattegory I (1)																																								
MIGRATORY WATERFOWL & OTHER MIGRATORY BIRDS - Klamath Basin or Oregon and California (110)																																								
BLACK DUCK - New England (505)																																								
MARINE MAMMALS - North Slope & Western Alaska (708, 718)																																								
ENDANGERED SPECIES (SEVERAL) Coastal Georgia, South and North Carolina (406)																																								
PACIFIC SALMONS - STEELHEAD Puget Sound (105)																																								
PACIFIC SALMON Southeast & Southcentral Alaska (713, 714, 715, 716)																																								
ANADROMOUS RESIDENT FRESHWATER FISHES - Alaska Peninsula Bristol Bay (716)																																								
MIGRATORY WATERFOWL - North Slope Beaufort Sea, Alaska (710)																																								
EXOTIC FISH IMPACT - Nationwide (811, 803A)																																								
ENDANGERED SPECIES - COOL & COLDWATER FISH - Cumberland Plateau (401A)																																								
MIGRATORY WATERFOWL - Northeast Gulf of Alaska (703, 805)																																								
MIGRATORY WATERFOWL/MARINE BIRDS - Alaska Peninsula/Bristol Bay (707)																																								
MIGRATORY WATERFOWL/MARINE Fats, Upper Yukon River Basin (704)																																								
MIGRATORY WATERFOWL/MARINE Bearing Sea (702)																																								
ANADROMOUS FISH - NC, SC, FL, GA, MS, AL, & LA (407)																																								
ENDANGERED SPECIES - Mid Gulf Drainage (410)																																								
ANADROMOUS FISH - Mid-Atlantic (510, 515, 516, 815)																																								
MIGRATORY WATERFOWL - Sandhills Area Groundwater Recharge - Nebraska (608)																																								
WATERFOWL AND OTHER WATERBIRDS - Stillwater Basin - Nevada (111)																																								
ENDANGERED FISHES - Truckee River Basin - Nevada (118)																																								
BOTTOMLAND HARDWOODS - ENDANGERED SPECIES & MIG WATERFOWL - FL&GA (402A)																																								
MIGRATORY WATERFOWL, MARINE BIRDS AND OTHER MIGRATORY BIRDS - Coastal CA (114)																																								
MIGRATORY WATERFOWL HABITAT LOSSES - Rio Grande Pecos Basins, New Mexico (204)																																								
WATERFOWL & OTHER WATERBIRDS - Harney Basin (104A)																																								
MIGRATORY WATERFOWL - Playa Lakes (203)																																								
ENDANGERED FISH - ISOLATED SP... AZ, TX, NM (203A)																																								
MIGRATOR... Lak...																																								

...ION, INTERPRETATION AND RECREATION, FEDERAL AID, AND COOPERATIVE

...UTIVE DIRECTION AND ADMINISTRATION AND RELATED SUPPORT SERVICES

P MATRIX

	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78
...315, ...55 FISH - Mid-Atlantic (515, 516, 815)			●	●		●			●					●	●								●				○
MIGRATORY WATERFOWL - Sandhills Area Groundwater Recharge - Nebraska (608)	●	●		○	●	○	●	●		●		●				●	●	●	●	●	●	●	○	●	●	●	○
WATERFOWL AND OTHER WATERBIRDS - Stillwater Basin - Nevada (111)			○						○					○													○
ENDANGERED FISHES - Truckee River Basin - Nevada (118)											●		●														○
BOTTOMLAND HARDWOODS - ENDANGERED SPECIES & MIG. WATERFOWL - FLAGA (402A)																											○
MIGRATORY WATERFOWL, MARINE BIRDS AND OTHER MIGRATORY BIRDS - Coastal CA (114)																											○
MIGRATORY WATERFOWL HABITAT LOSSES - Rio Grande Pecos Basins, New Mexico (204)																											○
WATERFOWL & OTHER WATERBIRDS - Harney Basin (104A)																											○
MIGRATORY WATERFOWL - Playa Lakes (203)																											○
ENDANGERED FISH - ISOLATED SPRINGS AZ, TX, NM (203A)																											○
MIGRATORY WATERFOWL - Great Lakes Coastal Marshes - Michigan, Ohio (306)																											○
MARINE MAMMALS - Southeast Northern Gulf of Alaska (712)																											○
MIGRATORY BIRDS - Yellowstone Basin (609)																											○
PORCUPINE CARIBOU HERD/ARCTIC GRIZZLY - North Slope (706)																											○
ENDANGERED MOLLUSKS AND FINFISH - Tenn. River Basin, VA (509, 414)																											○
ENDANGERED MOLLUSKS - Upper Mississippi River (311)																											○
GOLDEN EAGLE - West Texas (208)																											○
MIGRATORY SHOREBIRD STAGING AREAS - in Eastern Maine (514)																											○
MIGRATORY BIRDS - Flathead River Basin (611)																											○
PRAIRIE RIVER MIGRATORY BIRDS - James River, No. Dak. & S. Dak. (512)																											○
GREATER SANDHILL CRANE - Indiana (312)																											○
OTHER MIGRATORY BIRDS - HERONS, EGRETS, GULLS, & TERNS - Upper Miss. River (319, 317)																											○
OTHER BIRDS - GULLS TERNS, HERONS, & EGRETS - Great Lakes (316, 318)																											○
ENDANGERED SPECIES - MAMMALS, BIRDS, HERPTILES - in Puerto Rico/Virgin Islands (418)																											○
WINTERING WATERFOWL, SHORE AND WADING BIRDS - Salton Sea (115)																											○
AMERICAN WOODCOCK POPULATION DECLINE - Northeast (505A)																											○
WOODDUCK NESTING HABITAT (303A)																											○
INTERNATIONAL FISH & WILDLIFE HABITAT CONSERVATION & RESEARCH (999)																											○

ND COOPERATIVE RESEARCH UNITS

UPPORT SERVICES

Figure 6 — IMPORTANT RESOURCE PROBLEM PROGRAM RELATIONSHIP MATRIX

June 1980

E. Priority Identification--IRPs [1/]

Figure 7 displays the geographic distribution of Important Resource Problems on a national scale. The darker areas indicate where there is more than one overlapping problem in a specific area. The map does not illustrate the severity of the problems or the relative importance of one IRP to another; it only depicts where overlapping problems occur and where the Service may wish to devote some of its resources.

Much of the information revealed by the IRPs is not surprising in light of the priority system's ranking factors, the Service's legal responsibilities and the vulnerability of certain habitat types (and their respective species) to man's activities. Nevertheless, from the analysis, some potential management strategies emerge and will influence the work of the Service. Some of the strategies are:

- A significant portion of the Service's efforts will concentrate on aquatic areas (primarily rivers, estuaries, lakes and nearshore ocean areas and coastal and inland wetlands). A major thrust of the Service will be to work directly with developers, local governments, state agencies, and other federal agencies to make industrial, commercial, agricultural, housing, energy and water resource project proposals more compatible with fish and wildlife and their habitat needs.

- Immediate and pressing problems are impacting waterfowl, other migratory birds associated with water, and raptors. These resource problems are mixed throughout the listing of IRPs (some problems are of immediate concern while others are more long-term). The Service will be conscious of these factors in its efforts to assist migratory birds and, where possible, will stress management and protection for birds associated with aquatic habitats and raptors.

- Even though only a few marine mammal, non-migratory bird, reptile, and amphibian problems were identified as IRPs, attention by the Service will be required to respond to the needs of these species.

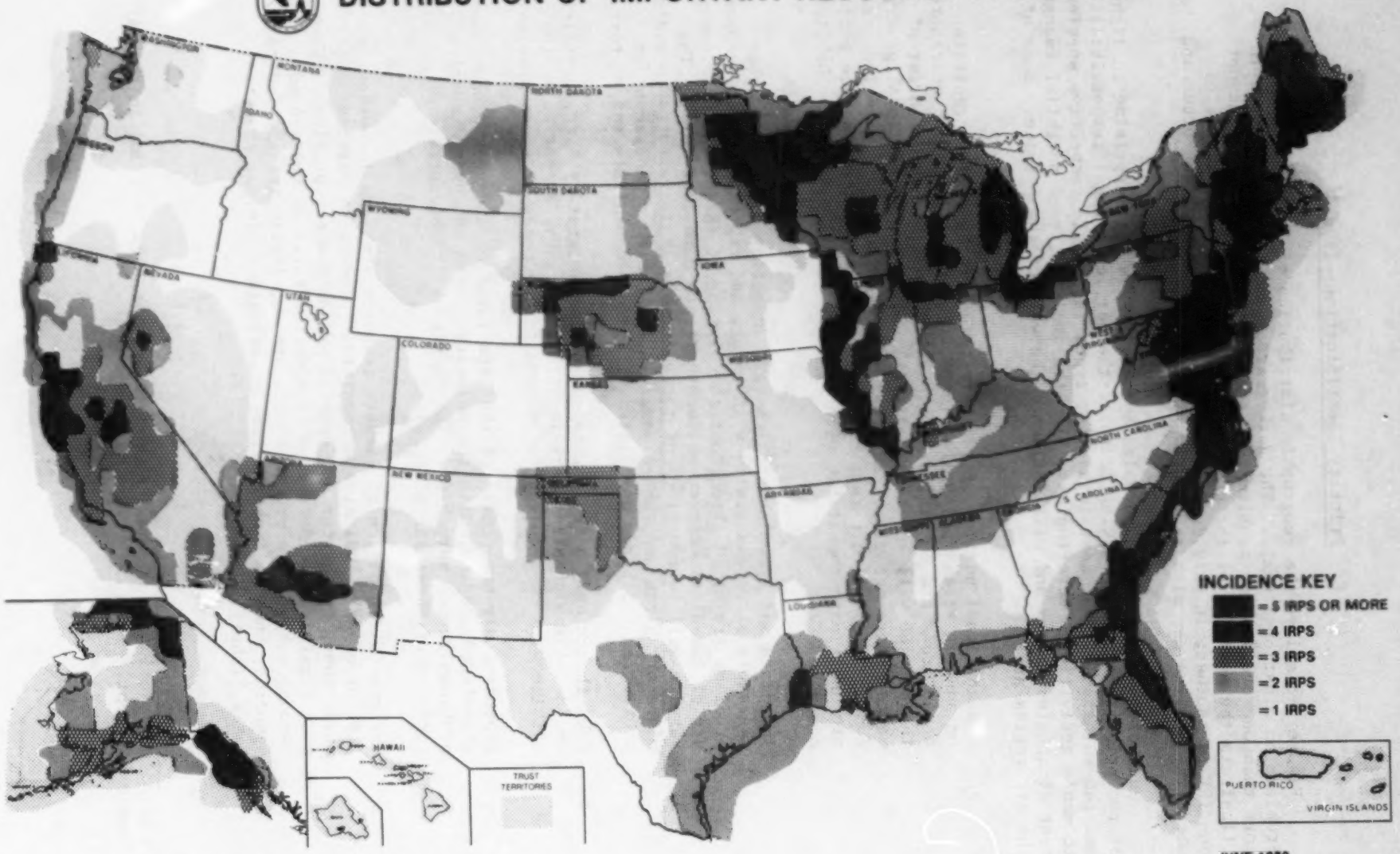
- Approximately one-fourth of the IRPs focus on endangered and threatened species, with the majority of the endangered species problems ranked very high. The Service will concentrate on recovery of those listed species.

- The even distribution of fishery resource problems throughout the listing of IRPs indicates a consistent need to be responsive to anadromous, freshwater and coastal/marine fishery problems. Whenever feasible, the Service will direct efforts on these needs through cooperative programs with states, Indian tribes, federal agencies, and other appropriate organizations (e.g., the Great Lakes Fishery Commission).

1/ A detailed description of the IRP process and the IRPs is found in the IRP Source Document.

FIGURE 7

DISTRIBUTION OF IMPORTANT RESOURCE PROBLEMS



JUNE 1980

NOTE: NATIONWIDE IRPS NOT FULLY ILLUSTRATED ON MAP.

F. Fish and Wildlife and Habitat Management/Operational Strategies [1]

The following strategies address items of imminent concern to the resources and management of the Service and also identify those ongoing efforts which need increased emphasis. The Service's overall strategy to maintain or increase fish and wildlife productivity and associated human uses has three major components:

- To devote sufficient time and personnel and funds to the lands and waters managed by the Service so their full potential is realized;
- To regulate uses of federally protected or managed fish and wildlife species in conformance with the requirements of law; and,
- To provide scientifically based information and support so the public and private sectors may conserve, protect and enhance populations and habitats of species of management concern.

Specific fish, wildlife, and habitat management/operational strategies are outlined below:

1. The Service will employ a full range of capabilities in all operational programs for those planning, analysis and assessment activities needed to protect habitat now and in the future. Techniques will be developed and used to minimize environmental impacts while maintaining wise use of all living and non-living resources.

2. The Service will maintain its capability to protect endangered and threatened species while facilitating man's use of the nation's natural resources. Particular emphasis will be given to restoring species currently found on the list of federally endangered and threatened species.

3. The Service will encourage fish, wildlife and plant diversity when managing its areas, where consistent with the purpose(s) for which those areas were established. Similarly, the Service will encourage species diversity when providing assistance, information, and recommendations to others. These actions will ensure ecological health, stability, and long-term genetic integrity.

4. The Service will maintain and manage a system of refuge lands so that these lands make the maximum contribution to achieving fish and wildlife population and public use objectives. Emphasis will be placed on managing refuges in a manner which exemplifies the state of the art in all phases of fish and wildlife resource management and energy conservation. With public use (e.g., hunting, outdoor classrooms, interpretation) these national showcases can inspire and enhance the conservation ethic in this country.

[1] These strategies are not listed in order of priority.

5. The Service has major land and resource management responsibilities in Alaska. The Service will strive to manage these areas to maintain habitats and provide for natural diversity and optimum sustainable populations of fish and wildlife. In managing Alaska refuges, the Service acknowledges that bonified subsistence activities are a compatible use. The Service will also give consideration to the exploration and development of oil and mineral resources in its Alaskan refuges, as permitted by law and compatible with the purposes for which the refuges were established.

6. The Service will accelerate its efforts to identify facilities that need rehabilitation and develop detailed procedures for implementation.

7. The Service will continue to protect key wetland habitat for waterfowl, breeding, migration and wintering. Emphasis will be on management practices not requiring fee title acquisition. However, where necessary, acquisition of highest priority lands will occur. The Service will meld Land and Water Conservation Fund, and Migratory Bird Conservation Account proposals into a structured and defendable program of resource protection and perpetuation.

8. The Service will continue to emphasize its role in fish production, and habitat protection. Service resources will be devoted to enhancing the health, diversity and abundance of fish and their habitats.

9. The Service will maintain a fish cultural capability to introduce fish stocks into the wild. Emphasis will be placed on species of special emphasis as defined in the Regional Resource Plans.

10. The Service will continue to: (1) resolve specific conflicts caused by individuals or local populations of wildlife (as contrasted to population control over vast areas); (2) provide assistance to reduce conflicts between wildlife and livestock by encouraging the use of appropriate livestock husbandry techniques where they have been demonstrated to be effective; (3) utilize traps in the most selective and humane manner possible; and, (4) conduct additional research on toxicants and delivery systems that are selective for target animals.

11. A law enforcement staff will be maintained in the field to provide a "level of presence" in areas having critical resource problems. A public information and education program will be provided to aid understanding, appreciation and support for rules and regulations designed to protect the public and the nation's fish and wildlife resources.

12. The Service will maintain a distinct research and development capability which will address existing and emerging fish and wildlife resource problems and support management efforts.

13. The Service will conduct resource category value determinations, as required by the Service mitigation policy, to focus its assistance on projects affecting high priority habitats.

14. The Secretary of the Interior has two principal responsibilities regarding Indian hunting and fishing: (1) assisting the tribes in developing their own fish and wildlife management capabilities, and (2) conserving the resources for future generations. The FWS will continue to provide fish and wildlife management assistance to Indian tribal governments and the Bureau of Indian Affairs as specified in existing Memoranda of Understanding.

15. The Service will take positive action to implement the National Aquaculture Act by providing information, training, research, and aquaculture demonstrations.

16. The Service will actively pursue the development of a National Fish and Wildlife Policy. As a part of that policy, fish and wildlife objectives will be established in consultation with state fish and wildlife agencies, other federal agencies, and interested persons.

G. Administrative Strategies

A basic component of agency effectiveness is the quality and strength of available guidance. The Service has recognized the need for an effective:

- organizational structure;
- planning, budgeting and evaluation system; and
- employee development mechanism

Specific administrative strategies are outlined below:

1. Regional offices will represent the first level of administrative decision of nationwide responsibility within the Service. It is at this level that the Service will concentrate on regionalized program direction, planning and evaluation functions. Most technical and administrative services, including specialists in engineering, public use, planning, personnel, budget and finance, contracting, and safety will be centralized at the regional office level. From the regional level, program direction and planning will be transformed into specific guidance for actions at the field office levels.

2. The Fish and Wildlife Service will use formalized planning, budgeting and evaluation procedures for program direction and guidance. At the national level, the guidance will consist of the Service Management Plans, Program Management Documents and Program Advices. At the regional levels, the Service will use the Regional Resource Plans and Annual Work Plan Advices to direct its operations. This planning guidance will provide the basis for budget justifications and program evaluations. The Service will use the Departmental Management by Objectives System to focus upon selected priorities in the plans and to evaluate accomplishments.

3. The Service will provide opportunities for the public to participate in its planning processes and in other significant decisions. All viewpoints will be carefully considered before a management decision is made.

4. Accountability of managers and employees is important to the operation of the Service. Without accountability it would be impossible to measure job performance, give rewards when warranted or take disciplinary action when needed. The Service, using the Civil Service Reform Act as guidance, will develop performance standards for all employees and utilize them for annual evaluations. A streamlined and effective reward system also will be initiated, with authority to use it placed at the lowest possible level of the organization.

5. The Service recognizes the importance of obtaining, developing and keeping good employees. To retain quality employees in an environment of changing program demands, the Service must develop innovative methods of personnel management and cross-program training to provide employees with a broad working knowledge of all aspects of the organization.

6. The Service will develop a formalized managerial development program. It will include mechanisms by which potential managers can be identified and trained for positions of increasing responsibility.

7. The Service will continue to consider all qualified candidates with demonstrated capabilities for vacant positions. Technical qualifications, however, are not the only prerequisite to management positions: the Service will also maintain an active Equal Employment Opportunity program to seek out minorities and females for special training and advancement in the technical and management fields.

8. The Service will examine existing and proposed rules and regulations in a manner consistent with the spirit of the Vice President's regulatory review and reform program.

9. The Service will periodically review the structure of its organization and make appropriate adjustments to assure: the proper distribution of personnel; the proper arrangement of functions; the assignment of appropriate responsibilities to the various levels of management; and cost-effective operations.

Section IV

AGENCY ROLES AND RESPONSIBILITIES

Managing the Service involves working with several levels of the Department which are described in this section. The organization chart presented in Figure 8 illustrates Departmental relationships that affect the way the Service conducts its business. The roles and responsibilities of program managers, regional directors and area offices are also described.

A. Secretary of the Interior

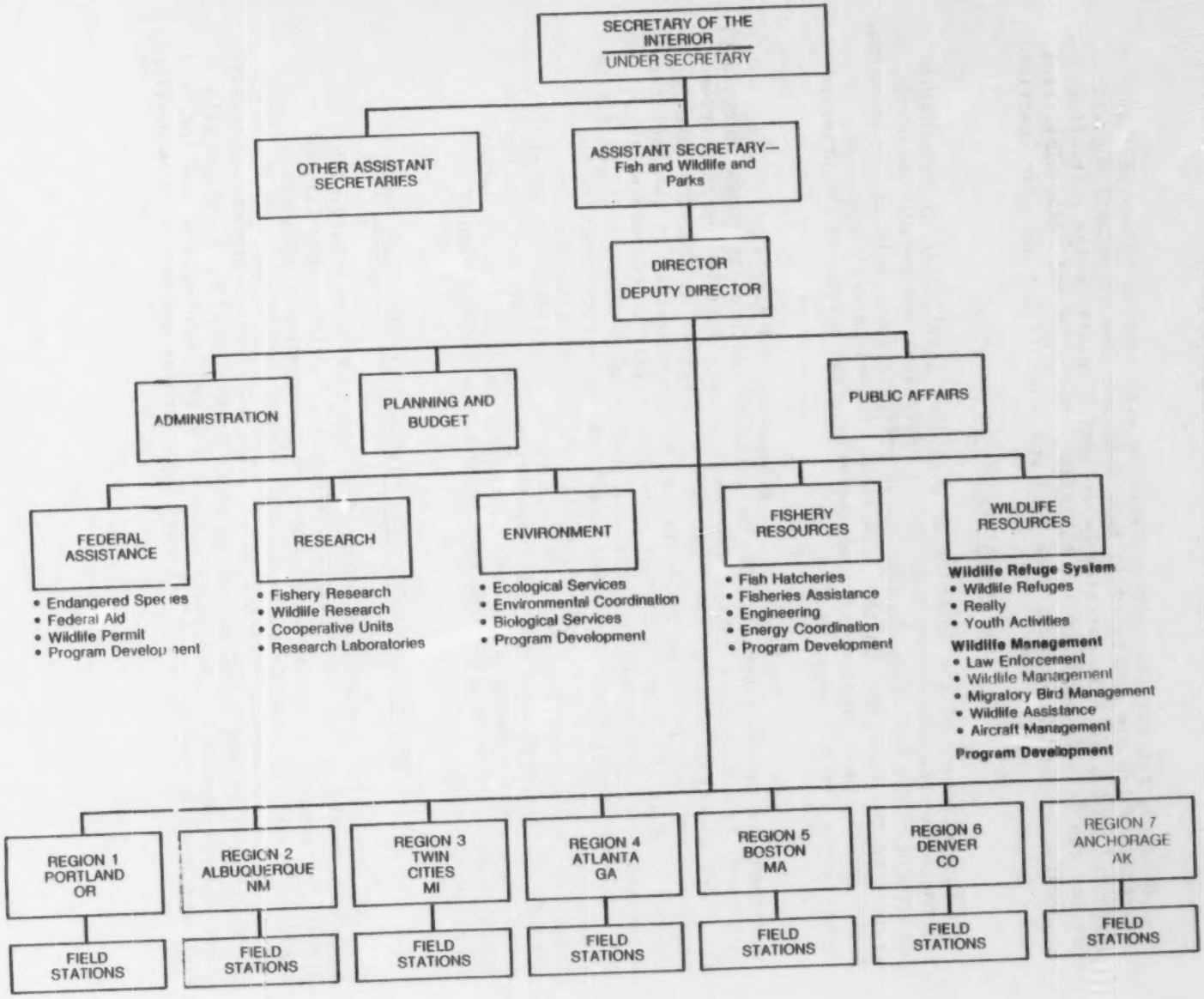
The Secretary of the Interior is a cabinet level official responsible for the direction and supervision of all operations and activities of the Department. The Secretary decides major policy issues, acts as the principal advisor to the President on the management of most natural resources, Indian affairs and territorial administration, and serves as the principal spokesperson for the Department.

The Secretary is assisted in the management and direction of the Department by the Secretariat. The Secretariat includes the Under Secretary, Solicitor, Assistant Secretaries and the Secretary's field representatives. The Under Secretary assists the Secretary in supervising and administering the Department and performs the functions of the Secretary in the Secretary's absence. It is the Under Secretary's responsibility to oversee policy, management and administrative functions, Indian affairs, territorial policy and administration, equal opportunity/affirmative action progress and enforcement, hearings and appeals, audits and investigations. The Solicitor is the principal legal advisor to the Secretary, the chief legal officer of the Department and supervisor of the legal work of the Department. Many of the Secretary's authorities are delegated to Assistant Secretaries and bureau directors through the Departmental Manual or Secretarial Orders.

B. Assistant Secretary for Fish and Wildlife and Parks

All Assistant Secretaries report directly to the Secretary. The Assistant Secretary for Fish and Wildlife and Parks has authority and direct responsibility for national and some international programs associated with the conservation and use of fish, wildlife, recreation, historical resources and national parks. The Assistant Secretary represents the Department in the coordination of environmental quality programs with other federal agencies. Secretarial direction and supervision over the Fish and Wildlife Service, and National Park Service are key to this position.

FIGURE 8 **Departmental Relationships With the Fish and Wildlife Service**



C. Other Assistant Secretaries

There are also Assistant Secretaries for Policy, Budget and Administration; Land and Water Resources; Energy and Minerals; Territorial and International Affairs; and Indian Affairs. The latter four have responsibilities similar to those of the Assistant Secretary for Fish and Wildlife and Parks for management of programs in their respective areas. The Assistant Secretary for Policy, Budget and Administration has Departmental responsibility for policy oversight and guidance in the areas of program development and evaluation, long-range planning, budget planning and execution, and Departmental implementation of the National Environmental Policy Act. This officer is also responsible for allocating resources to meet goals and policies, and for coordinating liaison with the President's Office of Management and Budget, and the Congressional appropriations and budget committees in managing the execution of budget policy. As such, this person plays a key role in securing the fiscal and manpower resources used by the FWS.

D. The Director and Directorate, U.S. Fish and Wildlife Service

The Fish and Wildlife Service operates under a number of legislative authorities, Executive Orders and Departmental Orders. The Director is accountable for performance of the Service. To a large degree, this means that decisions the Director makes must: represent the best interests of the public and the nation's fish and wildlife resources; reflect full consideration of alternatives; represent the most effective course of action; and be in accord with legislative, executive policy and/or regulatory controls. The Director is responsible for balancing internal and external forces that seek to influence the direction given to the Service's programs. As such, the Director becomes involved in short-term (budget and evaluation) and long-range (planning) activities that help determine the allocation of resources to meet fish and wildlife needs. Goals identified in the FWS mission and goals section of this document can be used to assess the Service's responsiveness to the interested public and the Administration's expectations.

The Deputy Director shares overall line management responsibility with the Director and has the responsiblity for directing the day-to-day operations of the Service. In the absence of the Director, the Deputy acts for the Director.

The Director exercises overall responsibility and accountability by tracking performance of certain key staff and line officers in the Service Directorate. This group consists of the:

- Deputy Director
- Associate Directors for: Federal Assistance, Environment, Fishery Resources, Wildlife Resources, Research
- Assistant Directors for: Planning and Budget, Public Affairs, and Administration
- Chief, Legislative Services
- Chief, Office of Equal Opportunity
- Assistant to the Deputy Director
- Regional Directors located in Portland, OR; Albuquerque, NM; Denver, CO; Minneapolis, MN; Atlanta, GA; Boston, MA; Anchorage, AK.

The Directorate serves as an advisory team to the Director--a sort of "Board of Directors"--and meets periodically to review matters of Servicewide importance. The Directorate plays a key role both in identifying resource problems and developing strategies to solve them. The Directorate does not decrease the Director's responsibility for making final decisions. Rather, it assures that the Director receives a broad variety of viewpoints on many items from a cross-section of key Service management personnel prior to making important decisions.

E. Organizational Structure for Service Management

The Service operates under a program management system to effectively accomplish its goals and objectives. To support this concept, and to move decision-making closer to the public, the Service is organized to emphasize decentralized management. The central office provides policy and program direction through program managers. Operations are carried out by seven regional directors, and an associate director responsible for all research facilities. It is the responsibility of the regional director to direct the Service's field operations. Although the Director is ultimately responsible and accountable for all Service performance, numerous delegations are made to the subordinate officers in the organization.

Seven members of the Directorate are identified as program managers for the thirteen Service programs:[1/]

Deputy Director
- Executive Direction Program

Associate Director - Environment
- Environmental Contaminant Evaluation Program
- Land and Water Resource Development Planning Program
- Biological Services Program

Associate Director - Federal Assistance
- Endangered Species Program
- Federal Aid Program

Associate Director - Research
- Cooperative Fishery and Wildlife Research Unit Program

Associate Director - Fishery Resources
- Fishery Resources Program

Associate Director - Wildlife Resources
- Migratory Birds Program
- Mammals and Non-Migratory Birds Program
- Animal Damage Control Program
- Interpretation and Recreation Program

Assistant Director - Administration
- Administative and Related Support Services Program

1/ These programs are described in detail in the Program Management Documents.

Program authority and responsibility rest with the national and regional program managers in their respective program areas. In addition to being program advocates, program managers are responsible for developing and prescribing program goals, objectives, policies, guidance, and resource allocation (i.e., funds and personnel ceilings) to line officers for program execution. They are also responsible for monitoring and evaluating the efficiency and accomplishments of their respective programs.

Line officers, including regional directors, and the Associate Director for Research, are responsible for carrying out Service programs within their respective areas. Working through their subordinate line officers--project leaders, special agents in charge of law enforcement and laboratory directors--they direct the actions of the Service's field stations (e.g., refuges, fish hatcheries, laboratories) to execute Service programs as prescribed by program managers.

In summary, program managers within their respective programs are generally responsible for identifying what is to be done, where it is to be done and when it is to be accomplished. Line officers are generally responsible for determining how the objectives will be met within broad guidelines and who will meet them.

F. Program Management and Implementation

The various components of the Service's program development and direction system are illustrated in Figure 9. The cycle shows where and who is responsible for determining what will be done, where it will be done, and when it will be done. It also delineates how an objective will be accomplished and who will do it. Since many budgetary and approval processes are largely beyond Service influence, the SMP does not dwell on these components.

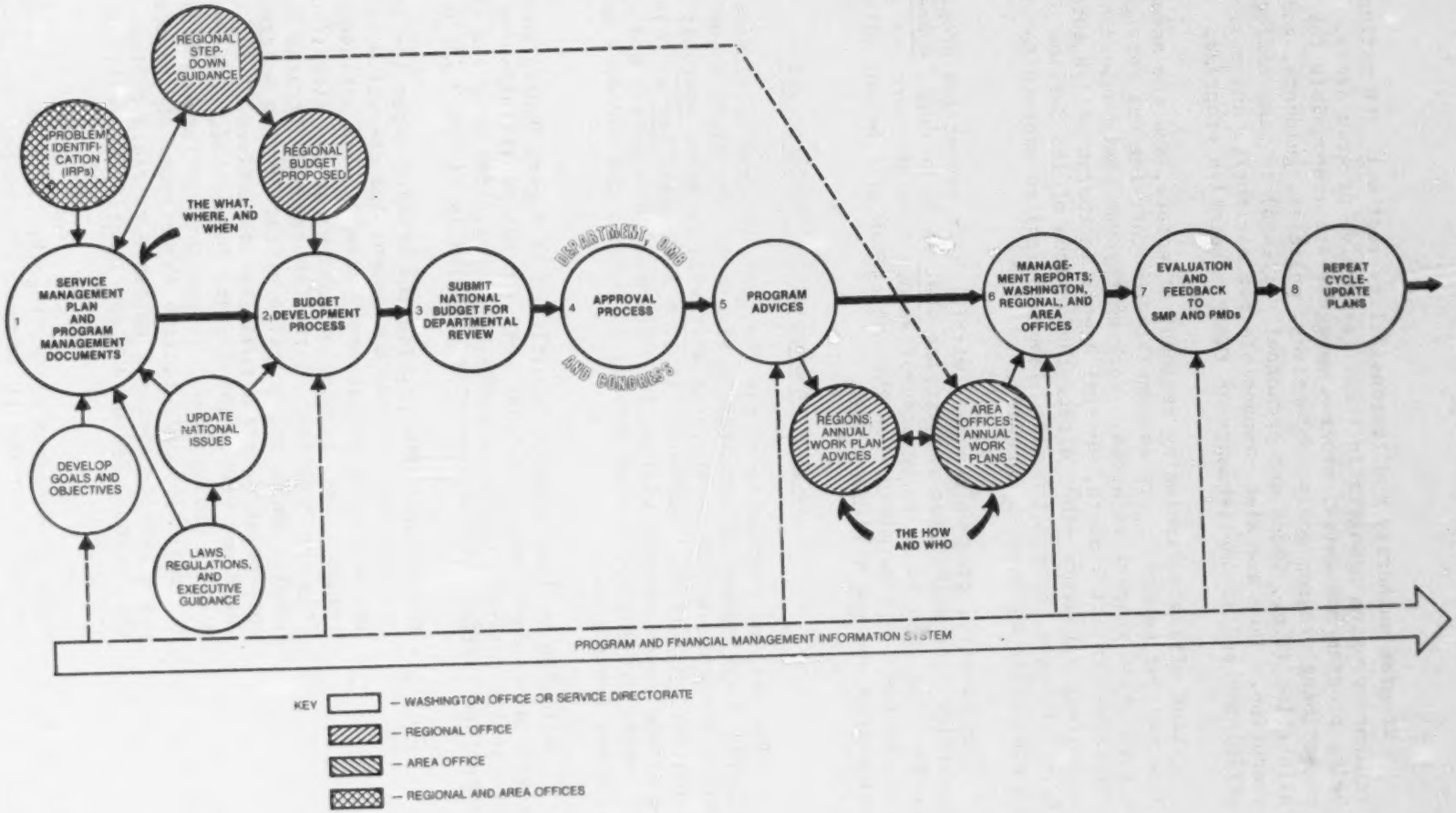
While the various components outlined in Figure 9 help communicate program development and direction, they are not substitutes for direct interaction between program managers, regional directors, and their respective staffs. The various steps labeled in Figure 9 include:

Step 1 - The SMP and PMDs provide the primary direction and guidance for program management and execution in the Service. The Service's management system is also influenced by national issues, laws, regulations and executive direction received from the President or the Department. Program Management Documents, under the umbrella of the Service Management Plan, incorporate program goals and objectives, i.e., the WHAT, WHERE and WHEN. The regions focus their activities based on Service goals and objectives through the Regional Resource Plans. Regional fish and wildlife objectives, strategies and operational plans provide specific guidance to field offices. In other words, the Regional Resource Plans identify who will carry out actions, and when.

Step 2 - Regional Resource Plans, together with national guidance, form the basis for budget formulation, budget justifications, public information thrusts, and related actions. Individual budget

Figure 9

PROGRAM DEVELOPMENT AND MANAGEMENT RELATED TO RESOURCE PLANNING AND ACTIVITY IMPLEMENTATION


REGIONAL STEP-DOWN GUIDANCE
PROBLEM IDENTIFI-CATION (IRPs)
REGIONAL BUDGET PROPOSED
THE WHAT, WHERE, AND WHEN
1 SERVICE MANAGEMENT PLAN AND PROGRAM MANAGEMENT DOCUMENTS
2 BUDGET DEVELOPMENT PROCESS
3 SUBMIT NATIONAL BUDGET FOR DEPARTMENTAL REVIEW
4 APPROVAL PROCESS
DEPARTMENT, OMB AND CONGRESS
5 PROGRAM ADVICES
6 MANAGE-MENT REPORTS; WASHINGTON, REGIONAL, AND AREA OFFICES
7 EVALUATION AND FEEDBACK TO SMP AND PMDs
8 REPEAT CYCLE-UPDATE PLANS
UPDATE NATIONAL ISSUES
DEVELOP GOALS AND OBJECTIVES
LAWS, REGULATIONS, AND EXECUTIVE GUIDANCE
REGIONS' ANNUAL WORK PLAN ADVICES
AREA OFFICES' ANNUAL WORK PLANS
THE HOW AND WHO
PROGRAM AND FINANCIAL MANAGEMENT INFORMATION SYSTEM
KEY
— WASHINGTON OFFICE OR SERVICE DIRECTORATE
— REGIONAL OFFICE
— AREA OFFICE
— REGIONAL AND AREA OFFICES

proposals are sent forward in regional budget proposals ranked at various funding levels and submitted to the Directorate in the central office. All regional proposals are evaluated in the annual budget meeting and combined into a proposed Service budget. This budget then is submitted to the Department of the Interior under guidelines issued by the Department's budget staff.

Steps 3 and 4 - These steps are the screening and approval stage where the Department, Office of Management and Budget (OMB) and Congressional oversight and appropriations committees review, modify, delete and exert their influences over the Service's proposed activities. This process culminates in an appropriation developed by the Congressional appropriations committees.

Step 5 - Program managers, incorporating all guidance from the Department, OMB, and Congress, issue Program Advices which allocate funds and personnel ceilings and prescribe operating objectives for activities in the current year. In the regions, Program Advices are translated into specific Annual Work Plan Advices--these provide guidance to the field stations for the year. Regional directors, with the advice of their station managers, decide HOW and WHO will accomplish the assigned tasks.

Step 6 - Station managers translate these assignments into Annual Work Plans which detail project work required in terms of dollar and manpower expenditures, and against which progress can be measured in periodic management reports.

Step 7 - Using Management by Objectives requirements, management reports, and evaluation guidelines, accomplishments are compared with goals and objectives. These evaluations are used to help improve the various sections of the Service Management Plan and Program Management Documents on a periodic basis.

Step 8 - The activities are sequential and are repeated in a similar way each year. Plans are revised and updated as needed. However, every two years a comprehensive review process is initiated to address any major changes which may be needed.

Section V

FACTORS INFLUENCING THE SERVICE'S ACTIVITIES

As part of the federal government's Executive Branch, the Fish and Wildlife Service is affected by a variety of forces. The principal forces which guide and shape the Service's activities, outside the Department, are other nations, Congress, the courts, the President, other federal agencies, state agencies, special interest groups, and the general public. The following section briefly describes these governmental and private institutions and the means by which they affect the Service.

A. Treaties

Treaties or conventions are agreements between two or more sovereign countries which act to harmonize their domestic laws and provide a framework within which domestic laws may be enacted. Such domestic laws further define the broad concepts of the treaty and provide federal agencies with any additional authority or resources needed to implement the treaty. In the United States a treaty obligation is second only to a Constitutional obligation and it is from such international agreements that the federal government's Executive Branch derives much of its wildlife management authority. The U.S. is presently a party to 139 wildlife or fisheries related treaties. Some treaties of particular significance to the FWS are: the Migratory Bird Treaties with Canada, Mexico, Japan and the USSR; the Convention on International Trade in Endangered Species of Wild Fauna and Flora; and the Convention on Nature Protection and Wildlife Conservation in the Western Hemisphere.[1/]

In addition to treaties with foreign nations, the United States has also entered into a number of treaties with the Indian tribes. These treaties also affect the Service and are discussed on pages 43-44.

B. Congress

Congress affects the Service through statutes, funding, oversight hearings and reports. Many statutes affect the FWS, providing guidance and authority.[2/] The broadest embodiment of FWS authority is found in the Fish and Wildlife Act of 1956. Under this authority the Secretary of the Interior shall "take such steps as may be required for the development, management, advancement, conservation, and protection of fisheries and wildlife resources through research, acquisition of refuge lands, development of existing facilities and other means."

The above and additional statutes affect the Service's work with other agencies. For example, the Endangered Species Act requires federal agencies to consult with the Fish and Wildlife Service. The Service must comment on the effect of the proposals on endangered species before development can commence. In addition, the Fish and Wildlife Coordination Act requires that the Service provide advice on fish and wildlife matters to other agencies.

1/ See the "Selected List of Federal Laws and Treaties Relating to Sport Fish and Wildlife" (FWS, Office of Legislative Affairs, 1979; Washington, D.C.) for more information.

2/ Ibid.

Several statutes affect the Service's personnel and administrative procedures. For instance, the Civil Service Reform Act, Civil Rights Act and Administrative Procedures Act require the FWS to conform to personnel requirements, contracting specifications, and equal opportunity/affirmative action requirements.

Some FWS legislative authorities require or authorize an activity in broad terms but do not specify the form, magnitude, or timing of effort required. Examples of exceptions are the Dingell-Johnson and Pitman-Robertson Acts which provide exact formulas for distribution of grant funds to the states, i.e., for state fish and wildlife restoration activities.

The Congressional appropriations process plays a dominant role in guiding Service activities each year. Sometimes the Congress passes bills which provide the Service with authority to take action, but does not appropriate funds. In these cases the FWS cannot take action until Congress has appropriated the necessary funds. The annual appropriations bill provides funding under two categories: General and Special Funds (including Resource Management, Construction and Anadromous Fish, Migratory Bird Conservation Account, Development and Operation of Recreational Facilities and National Wildlife Refuge Fund) and Miscellaneous Permanent Appropriations, (including Federal Aid in Fish and Wildlife Restoration and Consolidated Working Fund).[1/]

Reports from the House and Senate appropriations committees accompanying their respective bills indicate funding totals for each Service program within the resource management category. These reports may also list specific sums for a facility or project and frequently provide additional insight into the intent of the Congressional committees as well as instructions for, and/or limitations of, the appropriated funds.

The funding provided in an appropriations bill is legally binding on the FWS. Any proposed reprogramming exceeding $250,000 annually or resulting in an increase or decrease of more than 10% annually of the affected program's appropriated funds must be submitted to the committees in writing before implementation. For individual construction projects and land purchases the reprogramming limit is $100,000. Reprogramming may not be used to initiate new programs or to change allocations specifically denied, limited or increased by Congress in the Appropriations Act Committee report. When unforeseen events or conditions (floods, droughts, severe depredations, etc.,) require such changes, advance proposals must be submitted to the committees regardless of amounts involved.

Congress also affects the FWS through oversight hearings held each year on FWS implementation of specific statutes. These hearings often lead to changes, some small but others significant, in specific laws.

Finally, elected officials often communicate with the FWS on behalf of their constituents. The FWS attempts to satisfy all Congressional inquiries and requests while continuing to carry out its other responsibilities.

1/ These accounts are described in detail in the U.S. Department of the Interior, FWS Annual Fiscal Year Budget Justification documents.

C. Judicial

The federal courts affect the FWS in several ways. In recent years there has been an increasing amount of litigation concerning natural resource issues. Litigation provides a method for gaining the attention of an agency which the plaintiffs consider unresponsive to their wishes, and for clarifying inconsistent or unclear statutory provisions.

Court interpretations of statutes, such as the National Environmental Policy Act (NEPA), may require additional FWS action. For example, FWS compliance with NEPA was challenged with regard to setting migratory bird hunting regulations, and the administration of the Federal Aid Program. To settle the first of these cases, the FWS agreed to prepare an environmental impact statement (EIS) on the procedure for setting migratory bird hunting regulations. The Federal Aid case was settled by the preparation of a programmatic environmental impact statement and by increasing public access to environmental assessments filed on grant-in-aid projects.

Court decisions can also stimulate a Congressional change in the law if the current Congress does not agree with the courts' interpretation. For example, shortly after the U.S. Supreme Court's decision to keep the Tellico Dam open for survival of the snail darter, Congress changed the Endangered Species Act to allow more flexibility. Consequently, the FWS and the National Marine Fisheries Service had to repeat the process of issuing regulations for consulting with other federal agencies on listed endangered species.

D. The Executive Branch

There are three types of directives used by the President to issue policies and delegate authority to the Executive Branch:

- Executive Orders may set policy, establish organizations, assign responsibilities, delegate authority, activate programs and prescribe procedures. They are based on constitutional authority and have the force of law.

- Presidential Proclamations are usually directed to the general public and are advisory in nature, except for the designation of national monuments under the Antiquities Act. They may be founded on constitutional authority and used to establish policy or regulate actions. In the latter case, they are legally binding.

- Presidential memoranda are generally directed to federal departments and deal with a one-time project or activity. They usually require specified actions and report(s) from the department.

Many of the Fish and Wildlife Service's national wildlife refuges and national fish hatcheries were established and/or modified by Executive Order creating withdrawals from the public domain. In 1942, the authority for refuge establishment was delegated to the Secretary of the Interior

who subsequently used public land orders to withdraw federal land for refuges. That authority has been further modified by the Federal Land Policy and Management Act of 1976.

Several other Executive Orders directly affect FWS activities.[1/] For example, Executive Order 11593 requires the Service to protect and enhance the cultural environment related to lands under its control. The Wetlands Protection and the Floodplain Management Executive Orders (Executive Order Nos. 11990 and 11988, respectively) of 1977 set standards and prescribe procedures to be followed by all federal agencies, including the FWS, which plan activities that affect floodplains or wetlands. Executive Order 12291 of 1981 requires that all federal agencies conduct an analysis of any proposed rule which has an annual effect on the economy of $100 million or more.

In addition to the legal authorities and responsibilities embodied in Executive Orders and Presidential Proclamations, the Executive Branch may guide the direction of the FWS through the policies stated in the President's annual environmental message, and through the actions of the Office of Management and Budget (OMB). OMB reviews all federal agency budget and legislative proposals for consistency with the President's viewpoint. OMB's position as the President's budget staff gives it great power. Budget formulation is orchestrated according to OMB instructions. Detailed justifications are required of all FWS budget proposals. Before a request for funding or personnel ceilings can be included in the President's budget, the request must go through intensive review by OMB and receive its approval. Although the Secretary of the Interior can appeal an OMB budget decision to the President, only major national and/or critical issues with strong justification are appealed.

The FWS may be required by legislation or by the Executive Branch to publish regulations implementing a specific statute. For example, interim management regulations were promulgated on June 17, 1981, for the 16 Alaska national wildlife refuges established, redesignated, or expanded by the Alaska National Interest Lands Conservation Act of December 1980. These interim regulations were necessary to modify the general national wildlife refuge system regulations which were inappropriate to the unique Alaska setting. Through the rulemaking procedure the FWS maintains some discretionary power in the implementation of a statute or an Executive Order. Regulations of other agencies, such as the Council of Environmental Quality's National Environmental Policy Act regulations, or the Office of Management and Budget's regulatory analysis, require the FWS to undertake specific activities within certain time frames.

E. Other Federal Agencies

In 1970, President Nixon's executive reorganization #4 created the National Oceanic and Atmospheric Administration (NOAA) in the Department of Commerce. The Bureau of Commercial Fisheries, in the Department of the Interior at that time, was transferred into NOAA and renamed the National Marine

1/ For more information on the most important Executive Orders, see the Program Management Documents. For a complete listing of Executive Orders, see Title III of the Code of Federal Regulations.

Fisheries Service (NMFS). The Bureau of Sport Fisheries and Wildlife remained in the Interior Department and in 1974 was renamed the Fish and Wildlife Service.

The 1970 reorganization divided administration of several major wildlife laws between the Fish and Wildlife Service and the National Marine Fisheries Service. These divisions still exist, and other legislation passed since 1970 has further specified authority for the two Departments. For example, under the Marine Mammal Protection Act of 1972 the NMFS has authority for whales, porpoises and seals. The Fish and Wildlife Service has authority for all other marine mammals (manatees, dugongs, polar bears, sea otters and walruses). Authority and responsibility for activities under the Endangered Species Act, the Anadromous Fish Conservation Act, and the Fish and Wildlife Coordination Act are also divided between NMFS and the FWS.

Since the FWS is the federal government's principal provider of fish, wildlife and ecological expertise, the FWS frequently interacts with other federal agencies. These other agencies in turn provide the Service with important sources of funding, expertise, equipment, data, and other resources. Common FWS activities involving other federal agencies include: investigation of permit applications for the Army Corps of Engineers and Environmental Protection Agency (EPA); Fish and Wildlife Coordination Act reports on Bureau of Reclamation, Army Corps of Engineers, and other federal water projects; reviews and provides recommendations on Soil Conservation Service projects, as authorized under the Watershed Protection and Flood Prevention Act and other legislation; and participation in and review of other agencies' environmental impact statements. Technical assistance and ecological data are provided to the Bureau of Land Management and the U.S. Geological Survey on coal and geothermal development, gas and oil pipeline installation, and outer continental shelf leasing exploration and development. Advice on aquaculture is provided to the U.S. Departments of Agriculture and Commerce, while advice on fish and wildlife resource management is provided to the Bureau of Indian Affairs. The Service interacts with the National Park Service on various matters concerning fish and wildlife. The Service also closely works with the Forest Service on the impacts of forestry activities on fish and wildlife. Through these interactions, other agencies have the opportunity to influence FWS activities. A recent inventory showed the FWS to be a party in over 130 interagency agreements. Interagency agreements are generally considered binding contracts (subject to the terms of the agreement, such as funds and staff) between the parties.

F. States

The Constitution expressly prohibits the states and the federal government from exercising certain powers, and it reserves "to the states respectively, or to the people" all powers not delegated to the federal government nor prohibited to the states. The courts, and in particular the U.S. Supreme Court, have had a large role in determining the legal responsibilities of the federal and state governments over fish and wildlife.

The parts of the Constitution from which the federal government derives its authority to regulate wildlife are the federal treaty-making power, the Federal Property Clause, and the Federal Commerce Clause. Where the Constitution permits federal activity under one of these powers, the Supremacy Clause causes the federal actions to supersede conflicting or inconsistent state regulations.

The treaty-making power is particularly powerful as an independent source of federal authority. The U.S. Supreme Court's decision in Missouri v. Holland (1920), which challenged the constitutionality of the Federal Migratory Bird Treaty Act, established the supremacy of the federal treaty-making power over the state regulation of wildlife.

The Property Clause permits federal regulation of fish and wildlife on federal lands. In Kleppe v. New Mexico (1976), which challenged the constitutionality of the Wild Free-Roaming Horses and Burros Act, the Supreme Court unanimously declared that the property power "necessarily includes the power to regulate and protect the wildlife living there." The Court also observed that "it is far from clear . . . that Congress cannot assert a property interest in the regulated horses and burros superior to that of the state."

The third source of authority for federal wildlife law is the power to regulate interstate commerce. Recent Supreme Court decisions have reaffirmed the power of the Commerce Clause to invalidate state regulatory programs involving wildlife which were found to be inconsistent with the clause.

The Constitution supports the development of a comprehensive body of federal wildlife law; however, states play a key role in the management of fish and wildlife. During the early period of state fish and wildlife management, most efforts centered on hunting and fishing restrictions. The prevailing rationale was that restrictions would provide a more equitable distribution of dwindling populations. Subsequently, however, state activities became associated with the idea of "cropping," i.e., harvesting surplus wildlife populations on a periodic basis. Activities associated with this theme included artificial propagation, the establishment of refuges and sanctuaries, population surveys with accompanying adjustment of seasons and bag limits, and rudimentary manipulations of the environment. All of these activities were designed to assure and enhance the production of a harvestable surplus.

Passage of the Federal Aid in Wildlife Restoration Act (also called the Pittman-Robertson Act) in 1937 and the Federal Aid in Fish Restoration Act (also called the Dingell-Johnson Act) 13 years later, coupled with the availability of trained fish and wildlife personnel from the cooperative unit program, had a profound impact on state programs. This combination of factors brought about what has been termed "the era of fish and wildlife restoration," with emphasis placed on habitat and population manipulation. Programs were introduced or expanded to acquire lands and water, reintroduce fish and wildlife species to former habitats, conduct extensive habitat improvement, and do sophisticated research on population dynamics.

Although still closely aligned with historic and basic constituencies--hunters and fishermen--both state and federal fish and wildlife management efforts are beginning to reflect the concerns of a broader constituency. The management of nongame species and the protection of ecosystems which provide benefits to both consumptive and nonconsumptive wildlife users are being considered in the decision-making process. The Pittman-Robertson Act, Dingell-Johnson Act, Section 6 of the Endangered Species Act, and the Forsythe-Chafee Act[1] are helping here to improve the states' ability to more effectively address public needs.

The states and the Service are partners in wildlife conservation. The federal government no longer needs to perform many of the activities for which it has been traditionally responsible, since many of the states now have the ability to perform these activities. The states are involved with the direct operational management of resident species. Even where the federal government has ultimate responsibility for the management of wildlife resources, the FWS considers the advice of state managers.

Federal technical assistance may be warranted when lack of technical knowledge, expertise, or legislative authority hinders the states' ability to perform a necessary action. While federal involvement may be needed to assure the adequate protection of fish and wildlife resources, such assistance should not supplant state management responsibilities. Except where legislative authority exists, direct federal intervention only should be necessary when warranted by a broader national interest.

G. Indian Tribes

Prior to the establishment of the United States, the sovereignty of the Indian tribes was recognized by European nations. This recognition was recorded in treaties. The United States continued the practice of negotiating treaties with tribes until 1871. Furthermore, Congress has always made extensive use of its legislative authority in Indian affairs. The broad authority of Congress in this area is based primarily on the treaty clause and the Commerce Clause of the Constitution.

The concept of tribal sovereignty and the relationship between the tribes and the United States have been addressed in numerous decisions of the United States Supreme Court.[2] Recent Supreme Court decisions have affirmed that the tribes are "separate sovereigns pre-existing the Constitution" and that the governmental powers which tribes possess are based upon the sovereignty which they have retained, subject to limitations imposed by the Congress.[3] Tribal sovereignty includes "a broad measure of civil jurisdiction over the activities of non-Indians on Indian reservation lands in which the tribes have a significant interest."[4]

1/ The Forsythe-Chafee Act proposes matching funds to the states to develop and administer nongame management and research programs.

2/ See Cherokee Nation v.Georgia, 30 U.S. (5 Pet.) 1 (1931), and Worcester vs. Georgia, 31 U.S. (6 Pet.) 515 (1832).

3/ Santa Clara Pueblo v. Martinez, 436 U.S. 49, 56 (1878).

4/ Washington v. Confederated Tribes of the Colville Indian Reservation, 48 U.S. L.W. 4668 (June 10, 1980).

Supreme Court decisions have also established that the United States can, through treaties and statutes, place itself in a special relationship with the Indian tribes. This special relationship has been described as a federal trust responsibility. For example, the vast majority of Indian lands are held in trust, with the United States holding legal title while the Indians hold the beneficial or equitable title. In matters involving lands held in trust, the federal government is held to the highest standards of care and good faith.

Traditionally, all Indian tribes depended upon fish and wildlife to some extent for food, clothing, commerce, and religious purposes. Providing for subsistence needs through hunting and fishing was one of the primary purposes for which Indian reservations were established. In some cases, treaties reserved the right to fish and/or hunt off-reservation areas. The continuing validity of such treaty rights has been repeatedly affirmed by the Supreme Court.1/

To the extent provided by treaties, statutes, or Executive Orders, Indian tribes in the lower 48 states have the primary authority to manage the fish and wildlife resources within the boundaries of their reservations. Those tribes also have the primary authority to regulate tribal members in exercising hunting and fishing rights off-reservation. To the extent this authority is not exercised effectively by the tribes, the federal government or appropriate states have the authority to regulate Indian hunting and fishing where reasonable and necessary for fish and wildlife resources. It is an important function of the FWS to assist the tribes in exercising this authority, both to protect the political and territorial integrity of the tribes and to conserve the resources. In addition, the Service provides technical assistance, when funding is available, to encourage professional resource management.

H. Special Interest Groups and the General Public

Many special interest groups have an interest in the activities of the FWS, such as hunters, fishermen, trappers, farmers, ranchers, environmentalists, birdwatchers, energy developers, timber concerns and the construction industry. These groups affect the FWS through their lobbying, access to the media, litigation efforts, and volunteer assistance to the Service. The attitudes and viewpoints of these groups, and the general public, on wildlife and wildlife management issues must be considered in the formulation of programs, policies, plans, strategies, rules and regulations if the Service is to effectively resolve issues.

It is Departmental policy to offer the public meaningful opportunities to participate in decision-making processes that lead to actions and policies which may be of interest to, or significantly affect them. Public involvement in the FWS decision-making process has increased markedly during the last decade and is expected to continue to be important during the next ten years. Not only has the amount of public interest increased in recent years, but the diversity of interest groups who have voiced concern regarding resource

1/ Washington v. Washington State Commercial Passenger Fishing Vessel Ass'n, 443 U.S. 658 (1979).

management issues has broadened tremendously. For example, the issue of consumptive wildlife use, particularly the hunting and trapping of fur-bearing mammals, has generated strong concerns from a variety of special interest groups. The FWS has sponsored surveys to determine the public's attitudes on this and other issues.[1/] This information is valuable in determining what changes, if any, the FWS should institute in its activities.

The FWS will strive to consider as many of the demands of the groups with an interest in wildlife as possible. The Service will also attempt to involve interested groups in the decision-making process. No actions will be taken by the Service, however, which run counter to the Service's primary mission: ensuring the continued well-being of the nation's fish and wildlife and habitat resources for the use and enjoyment of the American public, now and in the future.

1/ Dr. Stephen R. Kellert, Public Attitudes Toward Critical Wildlife and Natural Habitat Issues (Washington, D.C.: U.S. Fish and Wildlife Service, 1979).

Section VI

GLOSSARY

Annual Work Plan - A summary of work planned by an organizational unit for the forthcoming year.

Annual Work Plan Advice - The planning guidance document issued annually by each regional office to its subordinate units. The Advices consist of three parts: the Work Advice, Funding Targets, and Manpower Targets.

Area Office (AO) - An administrative unit of the Service that is subordinate to a regional office and is responsible for administering FWS activities within a defined geographic area (usually one or more states).

Category - A category is an aggregation of selected programs of similar or related nature (e.g., the Habitat Preservation Category includes the Land and Water Resource Development Planning Program, Biological Services Program, and Environmental Contaminant Evaluation Program). There are four Service categories: Habitat Preservation (Environment), Wildlife Resources, Fishery Resources, and Federal Assistance.

Central Office (CO) - The headquarters of the U.S. Fish and Wildlife Service in Washington, D.C., and vicinity.

Directorate - The Directorate of the Fish and Wildlife Service includes the Director; Deputy Director; Associate and Assistant Directors; Chief, Office of Legislative Services; Chief, Office of Equal Opportunity; and Regional Directors.

Ecosystem - Any portion of the biosphere in which there is a well-ordered flow of energy and material between organisms and their environment.

Enhancement - Actions taken to improve present fish and wildlife resources, including their habitat, in a given location and/or time.

Evaluation - A review of the efforts of a FWS program or administrative unit for the purpose of improving effectiveness and efficiency in accomplishing objectives.

Executive Orders - An order or regulation issued by the President or some administrative authority under his direction for the purpose of interpreting, implementing, or giving administrative effect to a provision of the Constitution or of some law or treaty. To have the effect of law, an order must be published in the Federal Register.

Fee Title - Ownership of real estate with no restrictions, within legal limits, of what use may be made of it.

Field Station - An administrative unit of the Service that is subordinate to an area office and is responsible for administering FWS activities within a defined geographic area. Examples include refuges and fish hatcheries.

Field Station Operational Plan - A FWS plan developed for a particular field station (e.g., national fish hatchery or national wildlife refuge) that provides guidance for development and management.

Fish and Wildlife Objective - A quantifiable target toward which FWS effort is directed. An objective is developed as a result of resource analysis and is established for all species of management concern. Objectives ideally include a statement of desired population size in a defined geographic area (and for migratory wildlife, a statement of seasonal distribution).

Fish and Wildlife Service Planning System - The national system of plans and processes which provides direction and guidance (e.g., SMP, PMDs, RRPs, Satellite Plans, etc.) for Service efforts.

Fish Culture - The raising of fish in artificial or controlled conditions for the purpose of releasing fish stocks to the wild. This may involve spawning, hatching, and rearing fish.

Goals - A declaration of aim, purpose or intent. Each of the 13 FWS programs has a Service goal. They are subordinate to and supportive of the Service mission statement.

Habitat - The region or place where a plant or animal usually grows or is found.

Important Resource Problem (IRP) - A fish or wildlife issue acknowledged by the Directorate to be of substantial national concern.

Indian tribe - Any Indian tribe, band, nation, rancheria, pueblo, or other organized community which is recognized by the Secretary of the Interior as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Management by Objectives (MBOs) - A management system used to facilitate decision-making and evaluation. MBOs identify mid- to short-range tasks to be accomplished and specific milestone dates.

Mission - That statement of the fundamental role of the Service which declares the purpose toward which all Service effort is ultimately directed.

Mitigation - This term is defined in detail in the mitigation policy of the FWS, published in the 1/23/81 Federal Register (vol. 46(15):7657). Paraphrased, it is actions designed to either: a) avoid an adverse impact on fish and wildlife, their habitat, and uses thereof; b) minimize the impact; c) rectify the impact; d) reduce or eliminate the impact over time; or e) compensate for the impact.

Nonconsumptive Use - Recreational activities which depend on game and non-game species but which do not involve the physical taking or harvesting of a species. Examples include wildlife photography and birdwatching.

Nongame Species - Species which are not traditionally hunted or fished for consumptive or recreational purposes.

Objective - A detailed, precise statement of purpose (sufficiently detailed so as to be measurable) which includes at least two of the following elements: a time limit (when it must be accomplished); standard of performance (percentage, amount or dollars); or a criterion of measurement (test, questions, opinion or observation). An objective is subordinate to a goal and narrow in scope. It more specifically provides an attainable, quantifiable, verifiable end toward which concerted effort is directed.

Operations Plan - A five-year schedule of specific actions to be conducted to implement strategies. The plan includes staffing and funding requirements, and program/functional responsibilities.

Paleontological Resources - Fossil remains from past geological periods.

Planning - The process of formulating a detailed course of action to accomplish goals and objectives.

Planning Horizon - That temporal distance into the future which is analyzed to develop an element of a plan.

Policy - A general statement, usually incorporating guidance embodied in legislative or administrative directives, which guides the development, selection, implementation, and evaluation of actions and strategies.

Program - A program is subordinate to a category and includes a defined set of related FWS activities and responsibilities. There are 13 Service Programs: Executive Direction; Federal Aid; Migratory Birds; Mammals and Non-Migratory Birds; Animal Damage Control; Interpretation and Recreation; Fisheries; Endangered Species; Environmental Contaminant Evaluation; Land and Water Resource Development Planning; Biological Services; Administration and Related Support Services; and Cooperative Units.

Program Advices - The document each program manager issues to the regional offices containing guidance on work to be done or outputs to be produced.

Program Goal - A program goal is subordinate to and supportive of the Service goal for a particular program. It states the desired end toward which program effort is directed.

Program Management Document (PMD) - A summary document of direction for a particular program or category for the upcoming five years. A PMD includes program goals, objectives, policies, and strategies.

Program Management System (PMS) - That system, including organizational structure, roles, responsibilities, and processes, through which the FWS endeavors to accomplish its mission. Under the system the FWS divides its activities into programs for planning, budgeting, and evaluation purposes.

Program Manager (PM) - A member of the Directorate who is responsible to the Director for plannning, budgeting and evaluating for one or several Programs.

Public - Individuals, organizations, special interest groups, businesses, Indian tribes, state and local governments, and other federal agencies that may be interested in or affected by responsibilities of the Service.

Public Participation - A systematic effort to inform and involve interested and affected parties in Service planning and to ensure that their views are considered in the decisionmaking process.

Regional Office - An administrative unit of the Service that is subordinate only to the Director. The regional directors are responsible for administering all of the Service programs in their geographic areas and are members of the FWS Directorate.

Regional Resource Plan (RRP) - A FWS regional five-year planning document summarizing fish and wildlife objectives, problems, strategies, and operational plans.

Resource Category Value Determinations - The process of identifying and defining the resource categories as stated in the FWS mitigation policy (published in the 1/23/81 Federal Register). Four resource categories are used to indicate the level of concern and the degree of mitigation which will be sought for a specified impact.

Restoration - Replacing disturbed, damaged or depleted fish and wildlife resources, including habitat.

Satellite Plan - A FWS plan that addresses fish and wildlife resources in greater specificity than a PMD or RRP. These plans are developed on an as needed basis.

Secretariat - The Secretariat of the Department of the Interior includes the Secretary, Under Secretary, Solicitor, and Assistant Secretaries.

Service Management Plan (SMP) - A broad, cross-program statement of FWS direction for the upcoming 10 years. The SMP includes the Service mission, goals, policies and management strategy to achieve desired results.

Species Diversity - The numerical distribution pattern of individuals and species. In general terms, it is the number of species related to the number of individuals per species.

Species of Management Concern - Those fish, wildlife, and plant species of special political, legal, public, or biological interest, upon which FWS management efforts are focused.

Strategy - A general statement of the approach and/or methods through which problems are to be resolved and objectives achieved.

Wildlife - For the purposes of this plan, the term wildlife is generally used to mean all species of wild plants and animals in the United States for which the Service has specific legal responsibility, including: mammals, birds, fishes, reptiles, amphibians, crustaceans, mollusks, and all federally threatened and endangered plants and animals (see 50 CFR 10.12).

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